

IMPLEMENTING CURRICULUM AND ASSESSMENT REFORM

A case study of the English 5-14 curriculum, 1990-1994.

by

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### DECLARATION

The work presented in this thesis is my own work.





## ACKNOWLEDGEMENTS

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## ABSTRACT

In November 1987, the Scottish Education Department published the consultation paper "Curriculum and Assessment in Scotland: a policy for the 1990s". This paper set out a series of proposals for the reform of curriculum and assessment in primary and early secondary schooling. Arguably, they constitute the most far-reaching set of changes for primary and secondary schooling in Scotland ever proposed in one document.

This thesis considers these proposals as an illustration of the dominant features of contemporary Scottish educational policy-making. It contextualises this initiative within an analysis of the historical background, theoretical approaches to educational administration and processes of change in both primary and secondary schooling and the current situation with regard to specific policy in Scottish education, that which concerns curriculum and assessment.

The methodology adopted is that of an ethnographic case study approach which collates and examines the teaching and assessment of English Language in a rural secondary school and one of its associated primary schools. This case study draws upon the theoretical and practical perspectives of policy implementation in an attempt to formulate how a government-devised, centre-driven innovation is implemented by teachers in the classroom.

The case study shows that the publication of the Government's proposals and the implementation of the policy are evidence of a shift in policy-making style in Scotland, from debate followed by consensus to consultation followed by imposition. It indicates the key factors affecting efficacious implementation of the initiative at a school level are the style of leadership and administrative structures in operation in the school, the influences of existing practice and the degree of subject specialist knowledge possessed by teachers responsible for the

implementation of the initiative in the classroom. From the case study it is argued that if a government wishes to achieve efficacious implementation of a centre-driven policy initiative it requires to be more aware of, and sensitive to, the political climate into which the initiative is introduced. In addition, it must acknowledge that the school itself, in terms of both the institution and the individual, is a central facet in this process.

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## ACRONYMS AND ABBREVIATIONS

A list of the acronyms and abbreviations used in this thesis is provided below:

AAP: Assessment of Achievement Programme  
ADES: Association of Directors of Education  
AHT: Assistant Head Teacher  
AT: Attainment Target  
BERA: British Educational Research Association  
CAS87: Curriculum and Assessment in Scotland: a policy for the 90s,  
CCC: The Consultative Committee on the Curriculum  
CCE: Central Committee on English  
CITE: Centre for Information on English Teaching  
COA: Committee on Assessment  
COPE: Committee on Primary Education  
CORE: Committee on Reporting  
COSDA: Committee on Staff Development  
COSE: Committee on Primary Education  
COSLA: Convention of Scottish Local Authorities  
COSPEN: Committee on Special Educational Needs  
COT: Committee on Testing  
CSE: Certificate of Secondary Education  
CSYS: Certificate of Sixth Year Studies  
DES: Department of Education and Science  
DHT: Depute Headteacher  
DMR: Devolved Management Resources  
EDS: Educational Development Service  
EIS: Educational Institute of Scotland  
EISP: Education for the Industrial Society Project  
GCSE: General Certificate of Secondary Education  
GRC: Grade Related Criteria  
GTC: The General Teaching Council for Scotland  
HAS: Headteachers Association of Scotland  
HMI: Her Majesty's Inspectorate  
HT: Headteacher



INSET: In-Service Training for Teachers  
JCAT: Joint Committee on Assessment and Testing  
JWP: Joint Working Party  
KAL: Knowledge About Language  
LEA: Local Education Authority  
LINC: Language In the National Curriculum  
LMS: Local Management of Schools  
MERU: Management of Education Resources Unit  
NATE: National Association of Teachers of English  
NCC: National Curriculum Council  
NDO: National Development Officer  
NFER: National Federation for Educational Research  
PAT: Planned Activity Time  
PAU: Primary Assessment Unit  
PESS: Primary Education Support Service  
PPR: Pupils Progress Record  
PT: Principal Teacher  
RDG: Review and Development Group  
RIU: Research and Intelligence Unit  
SAT: Standard Assessment Task  
SCCC: Scottish Consultative Council on the Curriculum  
SCCE: Scottish Central Committee on English  
SCDS: Scottish Curriculum Development Service  
SCESR: Scottish Centre for Economic and Social Research  
SCET: Scottish Council for Educational Technology  
SCOLA: Scottish Council on Language Arts  
SCOTVEC: The Scottish Vocational Education Council  
SCRE: The Scottish Council for Research in Education  
SEB: Scottish Examination Board  
SED: Scottish Education Department  
SEIC: Scottish Education Industry Committee  
SMT: Senior Management Team  
ST: Senior Teacher  
SOED: Scottish Office Education Department  
SVS: Social and Vocational Skills  
TESS: Times Education Supplement (Scotland)  
TGAT: Task Group on Assessment and Testing

"The capacity to bring about change and the capacity to bring about improvement are two different matters. Change is everywhere; progress is not."

(Fullan, 1988, p345)

## INTRODUCTION

Despite their deceptively simple appearance, policy-making and the policy process are complex activities, often characterised by diversity, and apparent disorder, and certainly not adequately understood.

(Harman, 1985, pp54-55)

In November 1987, the Scottish Education Department published the consultation paper "Curriculum and Assessment in Scotland: a policy for the 90s". This paper set out a series of proposals for the reform of curriculum and assessment in primary and early secondary schooling. It is the first time that a set of changes for primary and secondary schooling in Scotland has ever been proposed in a single document.

This thesis is concerned with a consideration of these curriculum and assessment proposals within the theoretical constructs of how an educational policy is formulated. Moreover, it is concerned with a delineation and an examination of the key factors in its formulation and development and a critical analysis of the process of implementation and change.

This thesis begins with an examination of the contemporary situation with regard to education policy-making in Britain. It concentrates on the ideology of the Conservative Government. Consideration is given to the education policies of the New Right which are based on a commitment to entrepreneurship and consumerism.

The introduction and implementation of a policy initiative such as "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) necessitates change. In Chapter Two the process of educational change as a theoretical concept, and the difficulties which are inherent in this process, are examined.

Chapter Three examines the machinery which has been utilised to evolve policy in the field of education in Scotland. This is set



in the context of models of decision-making and the "mythology" of Scottish education. The contemporary situation is analysed in the light of the influence of the New Right on Scottish education and upon an interpretation of education policy in Britain that is predicated upon an understanding of ideological and policy initiatives with which the Scottish system has little connection.

In the consultation document the SED stated:

There is no certainty that those basic attainments in the field of language and mathematics which are so fundamental to the acquisition of other knowledge and skills are being assessed consistently or accurately in Scottish schools.  
(SED, 1987b, par. 32, p9)

The paper proposed the introduction of National Tests in English (sic) and Mathematics, initially for all pupils in P4 and P7, and latterly for all pupils in S1 and S2. Chapter Four focuses on these proposals for assessment and National Testing. In this chapter comparisons are made between the systems which exist in Scotland and in England and Wales. Other facets which are considered are the possible impact of such an assessment system, the role which teachers play in the carrying out of the tests and the use which is made of test results.

In order to attempt to formulate how a government-devised, centre-driven innovation is implemented by teachers in the classroom, an ethnographic case study approach was adopted. This case study, which collates and examines the teaching and assessment of English Language in a rural secondary school and one of its associated primary schools is outlined in Chapter Five.

The data collected, collated and analysed from the case study schools, interviews and documentary evidence delineated in Chapter Five, suggests that there are three key factors which emerge as being of prime importance to the efficacious

implementation of policy at a school level. These three factors are:

- 1 the influence of existing subject practice
- 2 the degree of subject specialist knowledge possessed by teachers responsible for the implementation of policy in the classroom
- 3 the style of leadership, administrative structure and practice in operation in the school

Chapter Six focuses on subject practice and teachers' specialist knowledge. Chapter Seven focuses on the styles of leadership and administrative structures. Both chapters analyse the influence which these key factors have had on the efficacy of policy implementation.

Chapter Eight draws together all the themes emerging from the previous chapters. It discusses the complex nature of the various factors which have emerged from the case study as contributing to efficacious implementation of policy at school level. In addition, it makes comment upon the future implications for policy implementation in Scotland.

## CHAPTER ONE

### EDUCATION POLICY IN BRITAIN

## 1.1 Introduction

In order to understand the way in which an education policy is evolved and implemented in Scotland today, it is necessary to examine the contemporary situation with regard to education policy-making in Britain. This chapter outlines this situation and examines the diverse, and indeed divergent strands, in the ideology of the Conservative Government in Britain, without assuming that it is ideology that best explains the actions and policies of this Government. It subsequently analyses the place of education within the Conservative Government's overall programme, concentrating on the policies of the New Right and the "market forces" approach to education which has been adopted.

## 1.2 Contemporary Policy Sociology

In the past political scientists in Britain have tended to ignore education as a field of study and it has fallen largely to sociologists and educationalists to develop the analysis of the politics and policy processes of education (Raab, 1994). In recent years this has focused not only on the politics of the Thatcher and Major Governments, but also on the political activity and responses of local authorities, schools, teachers and parents.

"Policy sociology", or the sociology of policy, is a term which has been used by a number of researchers (Ball, 1990; McPherson and Raab, 1988; Ozga, 1987) to describe work in this field. According to Raab policy sociology attempts to hold both policy and practice (or implementation) within the same frame, and in some sense map them onto "macro" and "micro" dimensions (Raab, 1994, p7), while at the same time attempting to work out the rules or methods for framing and for mapping. In addition, it may try to explain historical and cultural continuities or

changes, and to address the relationship between structure and agency (Hargreaves, 1985).

Raab (1994) has pointed out that in searching for a sociology of policy, some of the issues reach out into comparable ones in policy studies further afield. Some of these involve matters of definition and conceptualisation. Due to the fact that Hogwood and Gunn (1984) have pointed out that there are no fewer than ten common usages of the word "policy", there appears to be little point in attempting to define words such as "policy-making" and "implementation" in any exact way. Such a situation can be seen to reflect the differences which exist in the fundamental philosophical and theoretical stances concerning the nature of politics and the State (Raab, 1994) which are inherent in our society today.

Contemporary approaches in general policy studies and in the specific field of education can be discerned as working towards models of action which appear to fit reality better than received versions of how things happen (Ball, 1990). Inevitably, because models are employed various problems can arise. In some cases reality is simplified and therefore does not do justice to the data; sometimes the data is distorted to fit the model which can lead to a situation in which the usefulness of other models is not acknowledged; writers can use definitions which are so vague that they are not usable in practice and in some cases different phenomena are labelled similarly or differently in the light of more than one model. These problems have been pointed out in the literature on pluralism, corporatism and policy networks (Raab, 1994; Raab, 1992a; Ball, 1990).

Raab (1994, p8) has pointed out that *Bowe et al.* (1992) have searched for more realistic accounts of the policy process in education which are based upon conceptions that would be:

... precluded by state-control models that obscure the essential recontextualisation and contestation to which policy is subjected despite the legal specifications.

(Bowe *et al.*, 1992, p154)

In particular the relationship between "policy-making" and "implementation" has been subject to critical scrutiny. Moreover, Raab has also highlighted Barrett and Fudge's (1981) and Hill's (1981) reconsiderations of the relationship of policy and implementation to:

... recast these concepts in ways that bear upon the question of structure and agency, and upon approaches to understanding the distribution and exercise of power.

(Raab, 1994, p8)

Conceptually the most nebulous and difficult issue in the study of policy and implementation in recent years has concerned the appropriateness of "top-down" or "bottom-up" perspectives (Ball, 1990; Sabatier, 1986; Hargreaves, 1985). This dichotomy is not inherently isomorphic with those of structure/agency, macro/micro or central/local and it applies to a variety of situations. Sabatier (1986) has described "top-down" as starting with a policy decision, such as a statute and looking at the extent to which and the reasons why, objectives are achieved. "Bottom-up" is described as starting with an analysis of the many players who interact operationally on a particular issue and then focusing on the strategies they use to obtain their objectives. On further analysis these can be seen as alternative perspectives, but they should not really be viewed as competing perspectives in the study of policy process because, in some instances, it may be beneficial to take a "bottom-up" view of action in the policy process even where there is a dominant, ostensibly "policy"

decision taken at the "top" which sets the framework for all future action "lower down".

The reason for devoting attention to the "top" is neither to privilege elite policy-makers nor to make practical suggestions about how implementation can be improved. It is basically to understand the intentions and outlooks, as well as the actions, of those in positions of authority. The reason for devoting attention to the "bottom" is not to encourage the resistance to change of those in this position but to arrive at a similar understanding of the policy process from a different perspective, namely one which is conducive to exploring the interactive frameworks which function as implementation structures are formulated (Sabatier, 1986).

Applying such a conceptual perspective to recent education policies in Britain, it is reasonable to conclude that these are coming from a "top" which comprises of central government: the Conservative Party. However, in arriving at such a conclusion consideration must be given to the contributions made by others who are located outside the centre such as Local Education Authorities and the teaching profession. It is, however, essential to examine the process of policy implementation from the "bottom" because the present Government, in the current political climate, cannot be certain to achieve its objectives in a system in which resources (essentially the teaching profession) can be used to constrain the implementation of specific policies. This means that variations across sites of implementations such as schools, need to be explained and one way of providing an explanation is that which investigates the situation near the "bottom" and makes connections both upward and outward. Such a situation undoubtedly complicates the question of how the role of the State and the model which it employs for implementation of a specific policy are to be construed and ultimately how efficacious the policy implementation process will be. It is the intention within the context of this examination of the process of the evolution and the implementation of the initiative "Curriculum and



Assessment in Scotland: a policy for the 90s" (SED, 1987b) to consider the extent to which the conceptual perspective, as outlined above, is an influence on the efficacy of the process.

### 1.3 Models of the Policy-process

There are many models of policy-process and the relationships between these particular models themselves and between them and the government is not one which is easy to define. They range from pluralist to corporatist; from pluralist to Marxist; from systematic holist to sectoralist (Hennessy, 1990). Some describe the policy-process in terms of policy communities, while others refer to the same phenomena in terms of policy networks or partnerships. Issues, policies, fields, areas and sectors are among the terms which are used, often interchangeably and often imprecisely, to locate the subject of research. A serious problem, therefore, is that the criteria for identifying phenomena are often implicit or ambiguous: it is difficult to match up like with like. This, in turn, has given rise to a plethora of competing or successive paradigms.

While such a situation may be considered pessimistic, it is possible to adopt a more optimistic view that when a paradigm shift is in the making, it is unreasonable to expect it to be described and defined immediately and accurately (Ball, 1990). Moreover, what is being described is a transformation in an academic theory which parallels a transformation in the process of government itself. It therefore follows that contemporary accounts of this process can be viewed as the latest phase in a long history of changing views of the British constitution that were not only descriptive, but involved the legitimization of practices and relationships (Raab, 1992b).

Institutional change in Britain can be viewed as a history of "successive dignifications" (Raab, 1992b, p70). Firstly, the post-1832 liberal constitution altered an older empirical account of the State. By emphasising the importance of the House of Commons,



the Cabinet and the Prime Minister as the efficient parts of the Constitution, it relegated the Monarch and the House of Lords to the status of "dignified" parts that conferred legitimacy on the system (Mathias, 1969). Secondly, party loyalty in the House of Commons following the arrival of mass party politics in the 1860s, strengthened the position of the Cabinet and tended towards the dignification of the Commons (Dearlove and Saunders, 1984). Thirdly, this responsible party government model itself eventually lost cogency so that, by the early 1960s, "interest groups provided the key to unlock the workings of British politics" (Dearlove and Saunders, 1984, p56).

From the situation outlined above, it is apparent that interest groups had taken their place as an integral part of the constitution, operating under the legitimised guise of parliamentary democracy. This new view can be considered as acknowledging a move away from the formal institutions of the State or government to a situation in which a vast array of interest groups could exert pressure to further their own interests. Although this account of policy-making seemed more realistic, it has normative claims. It purported to be consistent with the values of democracy, and indeed even to enhance democracy through its positive valuation of group-membership and popular participation in policy-making (Raab, 1994). Moreover, the pluralist dispersal of power amongst a wide range of groups was judged to be both inherently democratic and descriptively accurate. Yet the pluralist, organised interests model did not replace the ideals of the rule of law and of the supremacy of formal institutions. Pressure groups acted upon the formal channels, normally through political parties. This linked the earlier:

... paradigmatic change that brought parties into the empirical and normative fold as intermediating institutions between citizens and the state.

(Raab, 1992b, p71)

In the 1960s, although the study of public administration was of little concern to the new democratic theorists (Dearlove and Saunders, 1984), they drew a sharp distinction between policy-making and administration (or policy-implementation). Twenty years later, Williamson points out:

... political science has been concerned with legislation and policy formulation, and has only recently considered policy-implementation.  
(Williamson, 1989, p104)

Political scientists seem to have discovered a well-established line of research and theory in public administration that questions the conventional division between policy-making and implementation. Policy-implementation is therefore not merely the execution of laws and policy decisions, but is, in itself, a political process open to influence, bargaining and representation. Groups are now seen as playing an important part not only in relation to parties, Parliaments and the legislative process, but in relation to government departments, agencies and the process of administration.

The pragmatism of recent practical developments in this area raises questions about the validity of their legitimacy under the auspices of the doctrines of dignified parliamentary and pluralist democracy (Williamson, 1989). The policy process is obscure, although the normative supremacy of the overt, public model of competing pressure groups could lead to the conclusion that the hidden processes in which government engages with groups to make and implement policy are, as Raab has described it, "sinister" (Raab, 1992b, p73). This can be seen to be true especially if the very distinctions that structured the legitimacy of the parliamentary-democratic state, that simplified its complexities, and that framed the question of accountability, could no longer be trusted in post-parliamentary conditions: those between government and groups, policy and administration, and even public and private.

It is interesting to note that some eight years earlier Dearlove and Saunders had invoked the same "sinister" theme when they wrote that:

... there is more to British politics than meets the eye; there is more than the public and democratic face of governmental power and the huff and puff of parliamentary debate; and there is more to the state and state power than government and Parliament. It is time to dive beneath the democratic froth and go a little deeper.

(Dearlove and Saunders, 1984, pp115-116)

Their plunge into the "sinister" took them into an examination of the civil service, the nationalised industries, the judiciary, the military and the police, although it did not lead them to directly connect these groups with the Government. However, they did offer, what has now become a conventional realist argument that the civil service, normatively an out-structure, sets up the framework for policy debates and decisions, defines political reality and is inherently involved in deciding policy.

The work of Wright (1988) can be considered as being very useful here. Wright draws attention to discrepancies between appearance and reality in the policy process and to the question of norms. He argues that in Britain, government by consent, the sovereignty of Parliament, ministerial responsibility and an independent, non-political bureaucracy are among the systematic behavioural norms (Wright, 1988, pp599-604). These and other more specific policy norms, shape the policy process in particular areas and sectors, but actual behaviour and policy are often at odds with norms when policy is made and legitimated (*Ibid.*). However, he notes that prudence or experience may lead to action that is inconsistent with a general policy stance. Although it must be taken into consideration that Wright has concentrated mainly on sectors and sub-sectors, presumably, however, discrepancies can also occur at the overall, systematic level itself,

where actual practice may contradict the general norms of the political system as a whole.

The study of education policy in Britain has undergone a revolution which started in the 1950s. Since this point in time many writers have taken issue with the prevailing orthodoxy of structural-functionalism:

Structural-functionalism analysis by definition views societies as essentially static, moral corporations whose members' behaviours is explicable in terms of, if not determined by, jural rules. The behaviour of persons is explained in terms of their roles, that is, the rights and duties devolving upon them as the result of the formal positions they occupy in various institutions.

(Boissevain, 1973, pvii)

This mode of analysis was considered inadequate and too unsophisticated for the study of social action in rapidly changing and complex societies. The superiority of network analysis is seen in its attempt:

... to reintroduce the concept of man as an interesting social being capable of manipulating others as well as being manipulated by them. The network analogy indicates that people are dependent on others, not on an abstract society ... Secondly, network analysis seeks to place again in the foreground of social analysis the notion of internal process and the inherent dynamics in relations between interdependent human beings.

(Boissevain, 1973, pviii)

Earlier, in 1969, Mitchell had pointed out that the term "network" had come to be used merely metaphorically and he argued that it should be transformed into an analytical concept for understanding specific linkages amongst specific persons, by means of defining characteristics in terms of general theory. Since then, however, network analysis, as advocated by Raab

(1992a) has concentrated on moving the focus of attention downwards to the level of individuals and their interactions and away from holistic views of social structures.

Regardless of the changes in definition, what is important is recognition of the fact that the study of action and human agency makes a vital contribution to the understanding of policy networks. By focusing particularly on inter-personal relationships writers and researchers can now investigate the relationship between the interpersonal realms of meaning and trust and the larger social order of formal institutions. They can be seen as providing a useful insight into the workings of policy communities or networks with analogous characteristics. McPherson and Raab's (1988) analysis of the Scottish education policy community shows how personal trust was a constitutive aspect of that network beyond its tactical importance in specific interactions that concerned a variety of matters. They argue that:

... the main work of consultation was done ... by educationalists and Departmental officials. Nor was consultation wholly, or even largely, a matter of formal discussion between duly constituted groups. This aspect was important in its own right, but important also for the informal opportunities it afforded. Moreover, formal consultation often embraced informal networks that themselves had no point of formal contact with the Department.

(McPherson and Raab, 1988, p464)

Although the current analysis of policy processes and communities in Britain now includes consideration of interactions and human agency, the relevance of other policy models such as pluralism and corporatism have also begun to be seen as significant. McPherson and Raab (1988, Chapter One) have commented on this. They view the problem in describing the various organisations and groups in the British education policy



community as being rooted in pluralism, especially when education is taken to include practice as well as policy.

Moreover, McPherson and Raab, also argue that the partnership model of policy-process must be taken into consideration because:

... partnership connotes some dispersal of power away from the centre and towards groups that have some scope to determine their own priorities. In this sense it resembles pluralism. From a different perspective, partnership resembles corporatism in the exclusiveness of its relationships, in its assumption that mutual interests outweigh the partners' separate or conflicting interests, and in the sharing of authority. The policy community was constituted from among the categories of the educational partnership in order to transform the consensus into decision and decision into action.

(McPherson and Raab, 1988, p473)

Using this definition, "partnership" can be viewed as both a descriptive and a normative term. It refers to a division and a sharing of power and authority, but it goes beyond a simple account of statutory powers. To some writers it denotes equality without which the dispersal of power is less significant and without which exchanges are imbalanced. To other writers it simply corresponds to a division in which the implementing local authority is the policy-making centre's agent without being able to affect central decisions or to pursue its own aims.

Regardless of which view is adhered to, trust is inherent in any partnership; problems about trusting and trustworthiness abound in the constant renegotiation of the conditions of exchange. The word partnership has, however, fallen into disrepute as an analytical term (Raab, 1992b, p86), partly because of the imputation of equality and partly because, when it is used metaphorically, it does not adequately embrace the quality of the content of interdependence. Partnership has been

replaced by the richer conceptual framework of "power-dependence" which encapsulates much of the meaning of partnership but goes further. Nevertheless, in British governmental terminology it remains in frequent use despite, or because of, its vagueness (*Ibid.*).

In the light of the above, Broadfoot's argument is worthy of consideration:

The reality [of central government's role in education] is considerably more complex than any simple conspiracy theory would suggest with different sorts of interests and different levels of concern combining to produce a pattern of power-relations which is dominated by the informal processes of personal negotiation. To illuminate these processes detailed empirical studies ... are required ... the normative assumptions on which such interaction is based ... are the real source of power albeit unremarked and unopposed since they carry the power to determine selectively the way in which issues are discussed and the solutions proposed. How this influence is exerted - through participation in key committees in particular - also required detailed study.

(Broadfoot, 1986b, p61)

In studies such as those envisaged by writers like Broadfoot, there might be discerned the beginnings of a new political sociology of education centred on policy, with many conceptual and methodological issues remaining to be resolved (Ball, 1990, Chapter One).

#### 1.4 The Contemporary Political Context

The current crisis about education is quite unprecedented, at least for the post-war period. The urgency with which changes are being made and the extreme nature of many of these changes, taken in conjunction with the treatment education is being accorded in the media, suggests the beginnings of what

may be termed a "moral panic" (Hall, 1986, p35). In Scotland, for many parents and teachers, the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) has come to symbolise this "moral panic". Contrary to the prevailing progressive educational trends of the 1950s and 1960s, there is now a dominance of discipline, authority and traditional "standards" in education. The source of such a shift in education philosophy can be traced to the Conservative Government's diverse, if not divergent strands of its ideology (Raab, 1990b) and its attempts to reorganise the education system in the light of these strands.

Most commentators on the Conservative Government from the end of the 1970s to the beginning of the 1990s have noted the juxtaposition of liberal and authoritarian tendencies in the thinking of the New Right (Bash and Coulby, 1989; Chitty, 1989; Dale, 1989), and in the version of it that underpins the policies of the Conservative Government. Under the Thatcher Government, liberalism, in the sense in which it is inherent in contemporary British policy, referred to the economic liberalism of the free market, to individual choice in the consumption of goods and services, and to the extension of market principles and mechanisms to fields which were previously governed by State or collective provision: this ideology has been continued under the Major Government. Among the latter, however, are the main areas of social policy which include housing, health and education, as well as transport and energy. It is the belief of the Conservative Government that privatisation is the best exemplification of an economic liberal approach (King, 1987); but where public ownership is to be retained, internal markets and "consumer" choice within publicly provided services are offered as a hybrid method for promoting the efficiency that pure markets are supposed to achieve (Gamble, 1988). Within this second-best solution, private competitors can be accommodated in the market, as, for example, has happened with bus routes and with catering and cleansing in the health service (King, 1987).



The state is thus "rolled back" (Raab, 1990b, p2) where possible and controlled where not.

The second authoritarian strand of New Right thinking pertains both to the profile of the State in non-economic and non-welfare spheres and to its role in those small parts of the economic and social welfare systems that have not been removed from the public sector. This strand upholds traditional Conservative values of order and authority, and advocates strong State activity for their maintenance in the face of what it regards as the lowering of standards brought about by fashionable or Left-inspired innovations in the post-war years (Gamble, 1988). Conservatism in this sense, can be viewed as moralistic, non-individualist, and non-libertarian in its emphasis. A strong State, albeit limited in its economic and welfare roles, is however, seen as necessary to maintain the conditions of free-market economic liberalism. In some cases State intervention is extensive, but collective provision is eschewed in principle, certainly in the long run (Bash and Coulby, 1989; Hall and Jacques, 1983).

The arguments and debates about the relationship between "the free economy and the strong state" (Gamble, 1988, p26), will not be examined in detail here. However, some commentators (Gamble, 1988; Hall and Jacques, 1983) have tried very hard to find consistency among the apparently divergent strands and other sub-themes that can be found across the range of policy, and within particular fields as well. Other observers (King, 1987; Levitas, 1986; Jessop *et al.*, 1984) are more inclined to interpret any such divergence as incoherence, although they sometimes identify a congruent rationale on one plane or another. Either way, such attention to the question of Conservative consistency is unusual and all writers acknowledge the difficulty of summing up Conservatism, and Thatcherism in particular. British political Conservatism has historically prided itself on qualities that are pragmatic, not progmmatic (Gamble, 1988). While there are Conservative values and philosophical positions, the party can be

seen to harbour a deep-seated distrust of intellectuals and has never claimed to be a party of ideas (Whitty, 1989) nor have its opponents regarded it as such. But some critics (some within the Conservative party itself), now perceive that Thatcherism, as a manifestation of a New Right ideology, ran counter to conventional Conservative thinking on matters of substantive policy as well as in terms of the style and purpose of government (Raab, 1990a).

How a contemporary observer of government and politics in Britain is to respond to the situation now that the question of the coherence of Conservative philosophy and policy is so much to the fore in recent debate is extremely difficult. The question of consistency becomes relevant for two reasons which are inherently related. The first reason presents a problem for opponents of a Government. For these groups inconsistency weakens their attacks on ideology because, in such circumstances ideology connotes a system, not just a collection, of ideas (Raab, 1990b). Particularly for those for whom much of the point of analysing Conservatism, and the influence of Thatcherism in particular, is to understand the "enemy" more thoroughly in order to combat it more effectively, it is therefore important not to confuse the ideological, policy, and class-interest levels at which Conservatism operates (Flude and Hammer, 1990; Gamble, 1988). If these are confused, the attack on Conservatism is less able to employ a strategy that exploits contradictions and discrepancies because it cannot precisely locate them.

The second reason presents a problem for any government in a democracy, in which authority is legitimated through rational argument and accountability, but the reason pertains particularly to an ambitious government such as Britain has had since 1979 (Flude and Hammer, 1990; Knight, 1990). It is that such an attempt at radical reconstruction of policy as is manifested by Conservatism, and was particularly manifested by Thatcherism, is viewed as constituting the final breakdown of the "postwar consensus". In the light of this it requires special legitimation

beyond that conferred formally by electoral victory and the assumption of office. Such legitimation must be effected by reference to policy-related ideas that supplant traditional British Conservative values (Flude and Hammer, 1990). It cannot be effected by the Government's glorifying in pragmatism or in skilful opportunism; nor by the Government's giving an explanatory account of such far-reaching policies in terms that have little to do with reason and principle (Raab, 1990b).

However, this does not mean that radical reconstruction must proceed according to a detailed and well-conceived plan. It would be ironic if Conservatives, of all people, subscribed to planning, even in the name of undoing the legacy of the recent past (*Ibid.*). Indeed, it is ironic that so much of the Thatcher Government's legislation has unfolded as systematically as it has appeared to do. This appearance has given strength to the argument that these policies constitute a "hegemonic project" (Gamble, 1988) by means of which capitalism, the State, and legitimacy are restructured (Chitty, 1989; Gamble, 1988; Hall and Jacques, 1983). Equally, however, the disarray, the unpremeditation and the uncontrollable nature of much of the policy process, and the many unexpected effects of policy, add weight to the counter-argument that appearance should not be taken as reality (Chitty, 1989; Gamble, 1988; Hall and Jacques, 1983). The Conservative Government, therefore, perhaps in spite of itself, invites debate about the relative coherence or contradiction of its policies, of their relation to the rationale that underlies them, and of the rationale itself. At what level inconsistency in any of these dimensions really matters or does not matter to the electorate is, however, a different question, in one sense, and not in another. This can be illustrated by the way in which Mrs Thatcher frequently dismissed criticisms of the Government's alleged unprincipled or covert dealings (for example, in the sale of Rover to British Aerospace) by pointing to their success (Raab, 1992b; Raab, 1990b; Chitty, 1989). If, then, success is the great legitimator, what need is there for reason or for a coherent philosophy? However, success itself is a matter of

judgement about the approximation of means to ends, and of the values of the ends themselves. In the field of education these judgements are heavily contested and the success of Government policies is highly problematic.

Moreover, apart from the uneasy coexistence of different ideological strands, there are additional tensions between the impetus towards ideological coherence and the forces and structures in the policy-making process that threaten the consistency of policy as a whole. Before considering how these problematic patterns are manifested in the field of education in Scotland, account should be taken of the centrality of the education system and of education policy to the Government's attempts to reorganise public and private life across a broad front.

Many arguments on the Right, and indeed some on the moderate Left, have discredited the post-war consensual settlement in education that flourished under the auspices of the 1944 Education Act and the subsequent, politically more contentious shift to comprehensive secondary schooling (Dale, 1989). Such severe criticism of the educational consensus gave rise to the transformation of the system of education in England and Wales as a priority for the Conservative Government. Such a development led to the 1988 Education Reform Act, the largest single legislative change since the Second World War (Bash and Coulby, 1989; Chitty, 1989; Dale, 1989).

The arguments about educational policy pointed to the failures of the education system to deliver the economic goods and the moral good that were expected and demanded of it. The adverse economic circumstances in the mid-1970s added to the criticism that educational expansion had not paid off in terms of economic growth. In addition, this failure was accompanied by an attack on the priorities and processes of the education system that had been accepted in the educational consensus. From the Conservative standpoint progressive methods in primary schools



and comprehensive secondary schooling were the main sources of the trouble. They were held responsible for an alleged "fall" in educational standards and for indiscipline. Nevertheless, for many, the education system became a scapegoat for economic crisis, social disorder and for "failure" in educational control. Moreover, the partnership of central government (the Department of Education and Science in England and Wales and the Scottish Education Department in Scotland), Local Education Authorities and teachers, was blamed for the shortcomings. As the right-wing Adam Smith Institute succinctly stated:

Producer capture - the dominance of teachers and administrators - excluded the interests, views and choices of parents as "consumers" of education.

(Adam Smith, 1984, p3)

It should be noted that starting in 1969, the Institute's forebears had developed a scathing critique in a series of "Black Papers" (Cox and Dyson, 1969) that pointed towards the replacement of much of the post-war system of selectivity, parental choice and a return to a traditional curriculum and pedagogy. Disillusionment on the Left concerned the apparent failure of education to achieve greater social equality, and also concerned the role of education in the reproduction of capitalism (Raab, 1993a). Education Ministers then tended to defer to professionals, until the dramatic intervention of James Callaghan, the Labour Prime Minister, who called for a "Great Debate" on education in his Ruskin College speech of 1976 and thus signified the rise of education toward the top of the political agenda.

The challenges to the education consensus of the post-war period also denoted a shift in the conception of education's place in society and in the economy. This shift has been described (Dale, 1989) in ideological terms. It can be viewed as a move from the idea of education as transcending the interests of class and party to a position in which education must be geared towards the

needs of the economy. These new demands that were made on education were met with the opposition of a teaching profession that still valued an academic ideal of secondary education in the area of comprehensive schooling. In addition, the "public interest" idea of education was further eroded by the idea of "private competition" (Raab, 1990a, p89). In Dale's terms, the ideological shift was from a situation in which the education system was for the production of workers for the national labour market, to one which wanted to maximise personal investment in education which would produce a stratified population in terms of educational achievement.

Such changes in attitude towards the role of education were accompanied by, and indeed facilitated, a wider attempt to transform the education system that came to fruition in the 1980s (Chitty, 1989). The period from the mid-1970s encompassed Callaghan's initiative, public concern about standards, and criticism of professional control and accountability. Conservatives developed a "market-forces" approach (Knight, 1990, p66) which placed emphasis on parental choice. Under Sir Keith Joseph and Kenneth Baker, successive secretaries of State for Education and Science, the Conservative Government translated the large number of criticisms and proposals into legislative form and restructured education in terms of the ideology of the market place, where they sought to give pride of place to parental choice. They saw this as putting an end to the professional and bureaucratic determination of want and purpose in education (Whitty, 1989). The Thatcher Government translated this host of criticisms and proposals into the legislative form of the Education Reform Act (1988). This policy has been further implemented under the Major Government.

However, as Dale acknowledges (Dale, 1989) and others have also shown (Flude and Hammer, 1990; Jones, 1989), once again the question of ideological consistency must be addressed, this time within the area of the education system. In England and Wales,



but not in Scotland, Government legislation in the 1980s sought to restructure the vertical "partnership" in education that linked participants in central government, local government and the teaching profession in networks of policy and practice (Raab, 1990a). Parents, in particular, figured prominently in what came to be thought of in England and Wales, as the new partnership (DES, 1977) at the level of the school. Although the Education Reform Act (1988) did not apply in Scotland, separate, but perhaps equally contentious attempts to restructure education and its policy frameworks and its philosophy were made.

Situated at the centre of this new educational ideology in Britain is the Education Reform Act of 1988 which has a significant degree of market choice and parental power at school level. These are given in the provisions for open enrolment; far greater responsibilities of governing bodies in the local management of schools and for the opting out of local authority control by means of a ballot of parents (Flude and Hammer, 1990).

On the other hand, the Act also asserts a tightening of control by the central State over the content of education through the National Curriculum and the National Assessment of pupils. This represents (for England and Wales) a dramatic political and legislative incursion into what used to be the sole preserve of teachers - the curriculum. It might be considered that the central control exemplified in the National Curriculum serves to protect the market elements of the new system. In the short term at least, supporters of this view may consider a National Curriculum as being necessary in order for Conservatives to ensure the ideological "correctness" of what is taught in schools which are to operate within a New Right system. In addition, schools that are subject to market forces might not only serve the private interests of consumers, but provide the standards and achievements that the nation is thought to require. It is, of course, possible that even the authoritarian strand of the new ideology might concede, Marxist-like, the eventual demise of a

prescribed National Curriculum once it had done its job of presiding over the weakening of the influence of the professional establishment and once the consciousness of a re-educated consumer-orientated society has led them to choose what they ought to want. In such circumstances they would choose, through the market, the same curriculum that is now imposed by legislation (Whitty, 1989).

It can therefore be seen that the elements of market-choice and central-State control serve to diminish the control which has, until this point in time, been enjoyed by the local authorities under the post-war settlement (McClure, 1989). In other words the 1988 Education Reform Act sought to restrict professional and bureaucratic control over schooling by transferring much of it to parents and business interests, while at the same time emphasising a newly asserted form of control by government ministers. This, taken together with the financial cutbacks and restraints experienced throughout the 1980s, has had serious implications for local government in general and education in particular. The Act can be considered as pointing in the direction of the strong State as well as nature of Conservative educational thinking from the 1970s to the present (Knight, 1990).

The consequences of such an increased "marketisation" (Knight, 1990) for the political organisation of education are clear in some respects, but ambiguous in many others, and they are not necessarily determined by legislation alone. Most observers agree (Flude and Hammer, 1990; Bash and Coulby, 1989; Hargreaves and Reynolds, 1989) that the effect of the Education Reform Act, and probably part of its intention, is to undermine much of the Local Education Authority's control and responsibility. It may ultimately deprive them of their rationale: that being the financial management and administration of education. The further development of Government education policy since 1988 underlines this most notably in the Local Government etc. (Scotland) Act, 1994.

Although the final verdict on this cannot be pronounced, the outcome is likely to reveal a complex pattern in which centralising and decentralising strands are interwoven (Raab, 1993a). For the present, however, the proof of such theories must be looked for in the area of implementation of these policies.

Other writers, however, are uncertain as to whether the Education Reform Act (1988) is basically a reflection of a means-end consistency in the new system, or whether there are actually only two ideological theories which are incongruent within it. Jones (1989) makes the distinction between the traditional and the modernising tendencies in Conservative educational thinking. One can be seen as seeking to return to the values of a traditional culture and continuity as well as to the restoration of selection and privilege. The other can be seen as entrepreneurial and technologically orientated, but once again favouring selection. Despite their formal and doctrinal differences, these two aspects, for Jones, are viewed as complementary because they are both on the Right, tend to discredit the ideal of equality, want to bring about an improvement in standards and they are mutually supportive in practice. In addition, both of these tendencies can be seen to be concerned about the possibility of the National Curriculum providing an avenue for renewed control by "a tenacious and producer-led policy community" (Jones, 1989, p145). The third tendency which Jones discerns is that of the moderniser, who seeks to use central power and a prescribed curriculum in a positive manner not to restore the traditional culture but to encapsulate technology, vocationalism, enterprise and progressive education in the service of the national economy (Jones, 1989, p166).

Jones argues that the Education Reform Act (1988) has reopened disputes between traditionalists and modernists which had temporarily been closed, and this has further revealed the incoherence of the new programme of educational reforms proposed by the Act. If Jones' analysis is correct, then the

prospects for the legitimization are less favourable than they would be if there were a consistent "hegemonic project" on the Right as proposed by Gamble (1988). Yet the attractiveness of much of the modernisers' programme to non-Conservative educationalists, particularly of those curricular elements that represent some degree of continuity with previous developments, leads to a situation in which further complications add to the current contradictions and so may prevent its fulfilment. Some of these further complications are connected with the under resourcing of education and with the shortcomings of a privatised economy without planned modernisation (Raab, 1993a). Others arise from the limitations which the new legislation places upon teachers, whose classroom compliance is essential to the success of the new system (Jones, 1989). Others, however, exist on the plane of ideology; the tension between modernisation and the cultural New Right's abhorrence of relevance (Bash and Coulby, 1989).

Such a situation gives rise to a number of questions. It raises, firstly, the question of how strong an education settlement can be if its ideology is rooted more firmly in a rejection of the previous forty years than upon a clear vision of the future (Raab, 1990a). Both Labour and Conservative critics of the post-war system agreed that the system produced by the 1944 consensus was failing: their complaints and their assessment of the extent to which it was failing differed widely (Knight, 1990; Dale, 1989). In addition, the philosophy of the new settlement, as well as the new legislation, is extremely distasteful to important groups in the system whose compliance is vital to the success of the reforms. If current education policies rest on fragmented ideological foundations, then the prospects for success are diminished to the extent that the fragments are linked in part to different groups whose agreement is essential for the implementation of the new system (Troyna, 1994). The post-war consensus, on the other hand, both underpinned and was underpinned by, the old education partnership of central government, local authorities and teachers.



Secondly, insofar as the education system plays a functional role in the wider society and economy, it raises the question of whether education can be assigned any clear function while it remains a reflection of the contradictions that are found in Conservatism (particularly those of Thatcherism) as a whole (Raab, 1990b; Dale, 1989). The new reforms emerged only after years of debate and struggle among widely different sections of Conservative and New Right educational opinion (Knight, 1990).

To some extent, the implementation of the 1988 Education Reform Act is left to the free market and other choices that such participants may make (McClure, 1989). At this point in time, it is too early to pass judgement, however, although the Government may take little comfort from the prospects of its open enrolment policy, in the seven years since the Act was passed industrialists have not rushed forward to establish city Technology Colleges with the enthusiasm that the Conservative Government had hoped for. Moreover, Headteachers have not welcomed the burdens on their time and capabilities produced by increased financial and managerial responsibilities under the more devolutionary aspects of the reform (Flude and Hammer, 1990).

To date, only one per cent of schools have successfully balloted to opt out and become grant-maintained schools, despite the efforts of independent advice and the financial attractiveness of doing so. However, the 1992 re-election of a Conservative Government under John Major resulted, as expected, especially in England and Wales, in a larger number of schools indicating an intention to opt-out. At that point in time the Government had left unanswered the question as to how central government would cope with the administrative burdens of a direct relationship with grant-maintained schools if all or most schools opted out and if Local Education Authorities disappeared (Edwards and Whitty, 1992).

The new White Paper that was issued in 1992 (DES, 1992b) proposed an answer to this through making vast changes in England and Wales. A Funding Agency, separate from the central education departments, would take over many of the financial responsibilities of the Local Education Authorities. Its collaborative relationship with the Local Education Authorities is unclear, but it implicitly remains an important role for the latter, at least while they remain in existence. If such moves lead to legislation and, in turn, this legislation were to lead to the desired outcome, then the New Right's hostility to the existing local authority system will be seen to have been rewarded (Raab, 1993a). However, given the history of policy processes and the theoretical writings about policy implementation, it would be dangerous to assume that changes such as these will be achieved without a great deal of difficult political work, including the manipulation of market forces and local circumstances.

Undoubtedly central government is in firm control in respect of the aspects of the reforms as reflected in the provisions for the curriculum and assessment in both England and Wales, and Scotland (McClure, 1989; McPherson and Raab, 1988). However, as has been noted, the Government's traditional partners are also vitally important to the success of these policies. On the one hand, the Government now more tightly specifies the role they are expected to play, monitors and evaluates their performance more critically, and constrains their autonomy. On the other hand, the Government's alienation of teachers and local authorities may have extreme consequences considering the extent to which the implementation of the 1988 Education Reform Act still depends on them (Fraser, 1991). They are no longer trusted and the proponents of the "market place" approach such as the New Right, fear their re-emergence as influential arbiters of the education reforms (Knight, 1990). In the past the Government has found that, in moving from legislation to classroom practice, it cannot dispense with the professional advice and development work of those who often take a less optimistic view of the possibility of radical change. In such



circumstances there have been concessions on a number of points to what many teachers would call the "reality" of life in the classrooms.

### 1.5 Conclusion

It is apparent that the present Government would like to achieve a uniformity of policy-process, but the networks or policy communities through which action is negotiated to implement policy decisions have few points of tangency. The Government may have attempted to transform pre-existing networks to suit their own ideological or political priorities, or indeed to create new ones to suit their purposes, but ultimately, "success" itself is a matter of judgement about the approximation of means to ends, and of the value of the ends themselves. In the field of education these judgements are highly contested, and the success of Conservative policies still remains highly problematic.

In the light of this, the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) provides an excellent case-study through which it is possible to examine the efficacy of the processes of implementation. However, given the above, it is important to acknowledge that by focusing on the State and emphasising its (or the Government's) part in policy-making is to be state-centred. The dilemma then arises as to whether or not this is a state-control model in which implementation is a "top-down" matter of handing on completed policies to be effected in schools. What is of interest to this thesis, therefore, is the extent to which the movement from expectations to outcomes converges with such a model. In order to attempt to achieve this, this thesis intends to examine the extent to which educational bureaucracies and teachers act as "filters" for the policy that is being transformed into programmes and, ultimately, into practice, and in turn, the factors which impinge upon the efficacy of this process.

## CHAPTER TWO

### THE PROCESS OF EDUCATIONAL CHANGE

## 2.1 Introduction

This chapter looks at the process of educational change. It considers the process of educational change as a theoretical concept and the difficulties which are inherent within the process at both a national and a local level. It examines the three main facets of the process of change, initiation, implementation and continuation, and relates them to the initiative "Curriculum and Assessment in Scotland: a policy for the 90s".

## 2.2 The Contemporary Perspective

How a society selects, classifies, distributes, transmits and evaluates the educational knowledge it considers public, reflects both the distribution of power and the principles of social control. From this point of view, differences within and changes in the organisation, transmission and evaluation of educational knowledge should be a major area of interest.  
(Bernstein, 1971, p47)

In theory, the purpose of educational change is to help schools accomplish their goals more effectively by replacing some structures and/or practices with better ones (Getzels-Guba, 1969). Such a theory presupposes that schools, as organisations, have goals that members strive to attain, that there are roles, sets of expectations for the members that are agreed upon - the nomethetic dimension (Getzels-Guba, 1969); that behaviour is more or less governed by a set of rules - bureaucratic structures; that decision-making is a systematic process; that only legitimate power is employed and that merit is superior to politics (Weber, 1947). In such circumstances, administration, organisations and organisational behaviour, at both a national and a local level are viewed as essentially orderly and rational and that organisations function regardless of the individuals within them.

It is suggested that current reforms in Scotland are much more comprehensive both vertically (across classroom, individual

school and Region) and horizontally (incorporating more holistic elements of reform within each level) than previous ones (McPherson and Raab, 1988). In addition, there is more knowledge available about the process of change and more people, not only at a national level but also at the local level in schools in leadership positions who should therefore be more aware of how educational administration functions during this process.

The situation with regard to the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b), henceforth CAS87, is considered by many as one in which more is being attempted than ever before. In the light of this, such a powerful reform can be viewed as requiring powerful strategies at all levels in order to make the far reaching changes. In understanding and in coping with educational change in such circumstances, it is essential to discover what is happening at the classroom, school and local levels of education as well as at the national level, and the role which administrators of educational change as "key players" have in the process. No level can be understood in isolation from the other: the process of educational change and its administration is complex. The greatest initial requirement is to analyse and understand its dynamics.

### 2.3 Sources of Educational Change

The nature of an educational change requires to be understood initially in terms of its sources and purposes. It is obvious that a number of major external and internal forces over time create pressures for change, however, in terms of this research, what is of importance is the more specific manifestations of why people at a national level and at a local level in education decide to push for or promote particular changes. In examining how and what decisions are made, two critical questions should be kept in mind:

- 1 who benefits from the change (the moral/value aspect)
- 2 how feasible are the ideas and the approach (the capacity for implementation aspect)

Both are complex and difficult questions to attempt to answer and are of relevance to the national and local levels with which this thesis is concerned.

In studying Scotland's system of education, it is apparent from recent studies (McPherson and Raab, 1988; Humes, 1986) that it is legitimate to view the working of the policy community in terms of those individuals in key positions. Although pluralism, corporatism, centralisation, partnership and other concepts, as discussed in Chapter One, provide the "lenses" through which to view reality, it is clear that these often provide an arbitrary field of vision, and are difficult to focus and filter, particularly in times of educational change. It should be noted that this difficulty was especially the concern of McPherson and Raab (1988) when they examined the relationship between the HMI and the education community. In that study they found that by focusing particularly on inter-personal relationships a useful insight could be gained into the workings of policy communities or networks. Moreover, they highlighted, through an analysis of the Scottish education policy community, the tactical importance of specific interactions in the policy-making process (McPherson and Raab, 1988, p464).

It is the intention of this thesis to locate that key players approach by examining the role which key players have within the policy network during the process of the implementation of the initiative CAS87. CAS87 has been chosen as the policy initiative rather than the official published guidelines because, as was noted in Chapter One, it was the discourse within the policy network resulting from the publication of CAS87 which was influential as the initiative as a whole was being formed and "concretised".

From an examination of the reforms which have taken place in Scottish education since 1946 it can be seen that there are at least four phases which can be discerned with regard to the process of change: adoption, implementation failure, implementation success and intensification versus restructuring (Fullan, 1991; McPherson and Raab, 1988). There is no question that today the process of educational change and the problems of its administration are more complex, and indeed more confusing, than it was previously. Firstly the changes of the 1990s involve more complex and multilevel innovations. Secondly, the underlying struggle between standardisation and restructuring can be bewildering for administrators of educational change as they attempt to delineate the questions of value and technical soundness. Moreover, as Corbett and Wilson (1990) have pointed out, reforms may have unintended consequences that contradict or out-weigh their intended outcomes. However, the point to be stressed in the light of this, is that all those involved in education should not expect a clearer or a more rational system of innovations. The generation of change can be acknowledged as being both a political and an entrepreneurial process, and therefore innovations are less a source of rational ideas and more an array of possibilities. Pluralistic societies produce competing versions of change which should offer choices as well as impositions.

In contemporary British society, although due recognition is given to the fact that innovations are generated through a mixture of political and educational motives, increasingly the political motive can be discerned as the dominant one. Politically motivated change is accompanied by greater commitment of leaders, the power of new ideas and additional resources; but it is argued (Fullan, 1991) that it also produces over-load, unrealistic time-limits, unco-ordinated demands, simplistic solutions, misdirected efforts, inconsistencies and underestimation of what it takes to bring about reform (Bates 1983a).



It must be noted at this point that all sources of change should be placed in perspective due to the fact that innovations are not neutral in their benefits and that there are many reasons other than educational merit that influence decisions to change. A closer examination of the process of change reveals that recent innovations can be adopted by key players within the policy network for symbolic political reasons at the national level, or personal gain at the local level. This serves to highlight the problem that the worth of particular policies cannot be taken for granted because there is no certainty about the purposes, possibilities of implementation and of the actual outcomes of proposed changes. Moreover, educational innovations cannot be considered ends in themselves. Everyone involved in the implementation of change should attempt to find meaning in assessing specific innovations and be alert to the possibilities that some do not make sense - a task made no easier, but all the more necessary, by the fact that the goals of education in contemporary society and the best means of achieving them are simply not clear or indeed even agreed upon.

## 2.4 The Meaning of Educational Change

Today people involved in education have become so accustomed to the presence of change that they rarely stop to consider what change really means and Scottish education is no exception. Fullan defined the crux of change as "how individuals come to grips with the reality of the situations in which they find themselves" (1991, p30), and there is apparently little doubt that the process of change and the factors which account for it are vastly underestimated in the climate which prevails in education today.

People at all levels of education become involved in the process of change either voluntarily or involuntarily. According to Marris (1975):

... whether we look at it from the standpoint of reformers or those they manipulate, of individuals or institutions, the response is characteristically ambivalent.

(Marris, 1975, p7)

New experiences are always initially reacted to in the context of some "familiar, reliable construction of reality" in which people must be able to attach personal meaning to the experiences regardless of how meaningful they might be to others. This "conservative impulse" (*Ibid.*) should not, however, be seen as being incompatible with growth, but simply as means by which "to consolidate skills and attachments, whose secure possession provides the assurance to master something new" (Marris, 1975, p22).

There are a number of facets involved in the process of change. These include changes in goals, skills, philosophy of beliefs and behaviours. Subjectively these different facets are experienced in a diffuse and basically incoherent manner. According to Fullan (1991), at either the national or local levels change is not often conceived of as being multidimensional. Objectively, it is possible to clarify the meaning of educational change by identifying and describing its main separate dimensions. However, it can be deduced that lack of awareness of these dimensions can be attributed to a number of phenomena in the field of educational change: for example, why some people accept an innovation which they do not understand; why some aspects of an innovation are implemented and some are not; why strategies for change neglect certain essential components. In terms of this research two important aspects of educational change have emerged as being of particular importance. Firstly, why key players at the national and local levels decide to promote a particular change in philosophy of beliefs and behaviours. Secondly, how the change in practice is evolved and implemented at the local level of the classroom.

With regard to the aspect of a change in practice at the local level of the classroom, Fullan's theory that change is multidimensional can be viewed as being of prime importance. Research has shown (Crandall *et al.*, 1982; Fullan and Park, 1981; Werner, 1980) that there are three dimensions at stake in implementing any educational innovation:

- 1 the use of new or revised materials
- 2 the use of new teaching strategies and activities
- 3 the possible alteration of beliefs: the pedagogical assumptions and theories underlying new policies

These three aspects of change are seen as necessary because collectively they represent the means of achieving a particular educational goal or set of goals. It should be noted, that whether or not they do achieve the goal(s) apparently depends on the quality and appropriateness of the change for the task under consideration. However, change must occur in practice in the context of the three dimensions especially for it to have a chance of affecting the outcome.

In future chapters (Chapters Six and Seven) it will be seen that there are difficulties inherent in discussing change in terms of the three dimensions outlined above. Firstly, in delineating the aforementioned three aspects of change, there is no assumption or preconception about who develops the materials, defines the teaching approaches and decides upon the beliefs. In terms of the Scottish policy network the importance of interpersonal relations is paramount. Although the policy community cannot now be said to be as unified or consensual as its predecessors, as in that which existed in the sixties and seventies (McPherson and Raab, 1988), key players within this community still derive advantage from command over crucial material resources, over the creation of organisations and over information and its channels. At times of educational change, all of these assume greater significance.

Secondly, there is the dilemma which can be discerned running through contemporary literature regarding the process of educational change in which two different perspectives are evident: the fidelity perspective (Berman, 1980) and the mutual-adaptation or evolutionary perspective (Farrar *et al.*, 1979). The fidelity approach to change is based on the assumption that an already developed innovation exists and the main task is to get individuals and groups of individuals, regardless of their position within the educational sphere, to implement it faithfully in practice as intended by the developer. The mutual-adaptation or evolutionary perspective emphasises that change is often as a result of adaptations and decisions made by users as they work with particular innovations, with the innovation and the user's situation mutually determining the outcome. This research will illustrate that both of these theories can be seen to be operating at the national and local levels.

Thirdly, it is extremely difficult to define exactly what the objective dimensions of change are with regard to materials, teaching strategies and beliefs because they may be transformed, further developed or altered during the process of implementation which is the very essence of the evolutionary perspective of educational change. The extent to which they are transformed, particularly at the local level is frequently dependent upon the beliefs and subsequent influence of key players. This will form an important feature of this research.

With regard to the dimensions of educational change outlined above it should be noted that innovation in terms of a set of materials and resources is the most visible aspect of change and literally the easiest to employ. Changes in teaching strategies or the use of new materials presents a greater difficulty if new skills must be acquired and new methods of conducting activities established. Changes in beliefs are even more difficult: they challenge the essential values held by individuals regarding the purposes of education. In addition, these beliefs are frequently not explicit but implicit. They can only be found at the level of

unstated assumptions. The development of a clear belief system is essential because it provides a set of criteria for overall planning and the means by which an individual makes decisions regarding the value of learning opportunities (Bussis *et al.*, 1976) which are so important during a process of change.

How essential each of the dimensions is to the efficacious implementation of a change is very difficult to evaluate. The use of new materials by themselves may accomplish specific educational objectives, but developing new teaching skills and approaches and understanding conceptually what and why something should be done and for what ends, represents a much more fundamental change, and will therefore take longer to achieve. Theoretically, however, it should have a greater impact once it has been accomplished (Werner, 1980). The question of the strategies of change is inherent within the particular change being implemented and is implicitly linked to the other two dimensions under discussion. The idea of beliefs and teaching approaches is very complicated but some of the implications include the need for addressing them on a continuous basis during the period of implementation. The possibility that beliefs can be most effectively discussed after people have had some behavioural experience in attempting new practices must be taken into consideration.

With regard to the question of resources it should be highlighted that in periods of growth and prosperity the shift in emphasis in educational policy with regard to the process of change is to equality of educational services, whereas in periods of decline and austerity the shift in emphasis is to efficiency of provision (Boyd, 1983a). Research has indicated (Boyd, 1983a) that concerns about efficiency and effectiveness generally lead to pressures for greater accountability and centralisation of control in education, and as part of this shift in emphasis, educational innovations are likely to be introduced in terms of highly specified reforms. Although, as has been previously stated, adequate resources are not a sufficient condition for innovation,



it is reasonable to assume that at some minimum level they are a necessary condition.

When considering any example of educational change, it should be recognised that individual innovations or programmes can vary in terms of whether or not they entail a significant change on the three dimensions in relation to the current practices of particular groups of individuals. It is important to note at this point that specific educational innovations and policies differ in how great a change is at stake. The extent of change should always be defined with reference to specific situations and individuals because the degree of potential change is a function of the discrepancy between the state of existing practice on the part of individuals and the future state where change might take them. In addition, change, whether desired or not, represents a serious personal and collective experience characterised by ambivalence and uncertainty; and if the change works out it can result in a sense of mastery, accomplishment, and professional growth. This subjective perspective on educational change is one which, according to Fullan (1991, p32), is often not recognised or appreciated in most attempts at reform.

From this analysis a number of factors can be seen to impinge upon the efficacy of change. These are initiation, which is the phase which takes note of relevance, readiness and resources; implementation, which is the first experience of attempting to bring about change, and, as this research illustrates, often involves ideas of improvement; and stabilisation and continuation, at which point it becomes apparent whether or not the change becomes incorporated into the ongoing system or disappears.

In the light of this it can be argued that the initiation of change will come from a variety of different sources, political and educational, although as Richardson and Jordan have pointed out:



The proper place for political influence [during the period of change] is where policies are made, not where they are carried out.  
(1979, pp73-74)

Such a situation presents a constant opportunity for the introduction or imposition of change, depending on the innovation and a person's role within the educational hierarchy. In terms of the policy network which exists in Scotland the SOED can be seen to have been the major influence over the agenda for change (McPherson and Raab, 1988). Historically, it is clear that changes adopted for symbolic or opportunistic reasons, large scale changes that are inherently vague, narrow prescriptive changes that constrain the curriculum and the teacher, decentralised school-based changes that lack definition and support or indeed imposed change of any kind that teachers find meaningless, have all served to make teachers view change and innovation in a cynical manner. Recently, however, research conducted in America (Miles, 1987) has indicated that a combination of strong advocacy, need, active initiation and a clear model for proceeding are the characteristics which are required for successful initiation.

Moreover, as Fullan (1991, p63) has pointed out, ideally the best beginnings combine the three Rs of relevance, readiness and resources. Relevance is seen in terms of the practitioner's understanding of it. Readiness is defined as the school's practical and conceptual capacity to initiate, develop or adopt a given innovation and should be viewed in terms of "individual" and "organisational" factors (Miles, 1987). Resources concern the accumulation and provision of support as part of the change process.

Implementation consists of the process of putting into practice an idea or set of activities and structures new to the people who are expected to change. Many attempts at changes in recent years have concentrated on product development, legislation and other

"on paper" changes in ways that have ignored the fact that what people did or did not do was the crucial variable. This neglect is understandable because people are much more unpredictable and difficult to deal with than things, but they are essential for efficacious implementation.

As this research will illustrate, the intrinsic dilemmas in the change process, taken in conjunction with the influence of key players and the intractability of some factors, and the unique aspect of individual settings, make efficacious implementation of change a highly complex and subtle social process. This is compounded by a current tendency to overload schools with complex changes which require forms of interaction which may be anomalous to the culture of the school.

However, clarity with regard to goals and means at all levels is a perennial problem in the process of educational change. Even when there is agreement that some kind of change is required, as when teachers themselves want to improve some area of the curriculum (Gross *et al.*, 1971), the form of change which is adopted may not be at all clear about what teachers should do differently. In addition, the more complex the change, as is the case with the initiative CAS87, the greater the problem of clarity and the more magnified it can become (Gross *et al.*, 1971). This implies that lack of clarity in terms of diffuse goals and unspecified means of implementation, represents a major problem at the implementation stage at the local level of the classroom; teachers and others find that the change is simply not very clear as to what it means in practice.

As in the case of the initiative CAS87, frequently legislation and many other new policies are deliberately stated at a general level in order to avoid conflict and promote acceptance and adoption at the local level. Such policies often do not indicate how implementation is to be addressed (Gross *et al.*, 1971) and this can, in turn, lead to what Fullan (1991, p70) has termed "false clarity". "False clarity" occurs when change is interpreted in an

oversimplified way: the proposed change has more to it than people perceive or realise. In such cases, curriculum guidelines may be dismissed by some teachers on the grounds that they are already doing that. Here the teachers' perception is based only on the more superficial goal and content aspects of the guidelines to the neglect of the beliefs and teaching strategies. In the case of the initiative CAS87 the guidelines were the means by which teachers in the classroom implemented the initiative: they contain greater specificity of objectives and content than was the case with previous initiatives, with the result that teachers initially welcomed them as "providing direction". However, these guidelines may be used in a literal way without the realisation that certain teaching strategies and underlying beliefs are essential to efficacious implementation. As this thesis will illustrate in Chapters Six and Seven, this can only become apparent in the implementation phase.

Complexity refers to the difficulty and extent of change required of the individuals responsible for implementation (Fullan, 1991, p71). The actual degree of complexity depends on the starting point of certain individuals or groups, but the main idea is that any change can be examined with regard to difficulty, skills required and the extent of alterations in beliefs, teaching strategies and the use of materials. Research has indicated that while complexity creates problems for implementation, it may result in greater change because more is being attempted, and in the dilemma that on the one hand the "larger the scope and personal 'demandingness' of a change, the greater the chance for success" (Crandall *et al.*, 1986, p25), and on the other that attempting too much can result in massive failure (Huberman and Miles, 1984). In terms of the types of educational initiatives which have been introduced in the 1980s and 1990s it is apparent that they demand more effort and failure can take a greater toll. In the light of this, the solution would appear to be to break complex changes into components and to implement them in an incremental manner. This indicates the importance of efficacious administration.

Educational administration at all levels is a general term that is taken to encapsulate a multitude of ideas. Bates has stated that:

Educational administration is a key element in the processes of structuring knowledge and society. It is concerned very much with the management of the structures of knowledge and the structures of control. It is a human activity of major importance in the reproduction of culture and society.

(Bates, 1983a, p54)

Some of the divisions which exist are the result of differences between theorists, who argue that practice cannot be properly understood unless set within the explanatory context of some theory, and practitioners, who argue that abstract theories are largely irrelevant to administrative work. Other differences occur because theoreticians owe allegiance to differing disciplines such as sociology or political science, or to differing orientations within these disciplines, such as functionalist theory or phenomenology (Rizvi, 1989). In addition, more differences occur among practitioners who face a diversity of economic, political and social problems related to the differing contexts of their activities. As a consequence of these multiple and overlapping divisions, the diversity of perspective and opinion within the field of educational administration is perhaps its most overwhelming feature. Such a diversity can be regarded as "a sign of vitality within a complex professional area" or taken as an indication of the "amorphous nature of the field" (Bates, 1983a, p55) but, in terms of this research, what is really required is a way of describing educational organisations that tries to determine, not a priori but in actuality, not only what the particular organisation is attempting to do during the process of change but what the key players, in it are attempting to do. This is particularly important at the local level.

The preoccupation of administrators, at least as they are represented in books and training programmes, is with management, organisation, authority, motivation, leadership,

decision-making, implementation, communication, co-ordination, supervision, evaluation, efficiency, effectiveness and accountability (Bates, 1983a, p8). Most of these involve power or the exercise of control of some kind. If this is the case, then the idea of control over whom or what must be taken into consideration. At the local level, the answer, according to Hoy and Miskel, is that:

When teachers join a school organisation, they accept the formal authority relation. They agree within certain limits to follow directives that administrators issue. In short, they enter into contractual agreements in which they sell promises to obey commands.

(Hoy and Miskel, 1982, p124)

In order to fulfil this role, administrators must tap that:

... informal authority [that] arises from the loyalty that the superior commands from group members. The significance of subordinate loyalty to superiors seems clear. Administrators who command subordinate loyalty seem to have a distinct advantage in enlarging their authority base.

(Hoy and Miskel, 1982, p125)

The implications of such statements are that organisations, and by extension educational organisations such as schools, are systems of hierarchically ordered positions in which administrators exercise control through a combination of their formal positional relations in order to enlarge their authority base. The priority of administrators, as outlined by Hoy and Miskel (1982), appears to be that the primary task of administrators, at the local level, is to increase their control over subordinates. An examination of the role of Headteachers, Depute Headteachers, Assistant Headteachers, Principal Teachers, teachers and pupils, supports such a conclusion. Headteachers, Depute Headteachers, Assistant Headteachers and Principal



Teachers are preoccupied with authority, decision-making, leadership and teacher relations; teachers with job satisfaction, motivation and principal relations. Pupils are discussed under the headings of alienation, performance and control. As Bates has so succinctly described it:

The Weltanschauung of administration is complete:  
the ideology of dominance and submission is clear.  
(Bates, 1983a, p9)

Taking this into consideration, two major factors influence the process of change in this area. Firstly, the policy of government or education authorities embodied in official guidelines and secondly, the actual definitions held by Headteachers which are relayed to teachers and then to pupils in the classrooms. The dilemma which exists for those involved in educational administration, irrespective of the level, lies in the ability to differentiate the various political constituents of policies which support particular theories of knowledge and social belief from those which they genuinely believe to be beneficial for the pupils they teach. As Bates (1983a, p64) has pointed out, a grasp of the political concepts of educational administration is fundamental to understanding the processes of educational administration, not only in terms of the allocation of monetary resources, but also in terms of the definition of what is to count as knowledge and the way in which it is transmitted. In the light of this, the role of educational administration in terms of decision-making, especially within the process of educational change, is therefore not only vital, but one which should also be considered in terms of the politics of control.

In recent years the issue of accountability has been one which has increasingly dominated discussion of educational administration. Accountability is about the relationship between knowledge and control. It is about the ways in which control can be exercised over education and the selection, organisation and

transmission of knowledge. It is about access to the adoption and control of particular structures of educational administration. Basically it is about whose interests will be served through the processes of educational administration (Bates, 1983b). The process of change and the decisions which are made with regard to the ways in which an innovation will be implemented, should therefore be addressed in these fundamental terms as well as those which are a major influence on the dimension of practice at the local level.

The second main factor is the local school system which represents a major set of situational constraints or opportunities for efficacious implementation. The same initiative can often be successfully implemented in one school but be disastrously implemented in another. Research on the role of organisations in change indicates that "planned change has become a matter of both motivating from without and orchestrating from within" (Huberman and Miles, 1984, p321). The individual school may be the unit of change, but frequently change is the result of system initiatives that are supported by the larger organisation. This appears to be especially true of multilevel, complex system-oriented innovations where what is being changed is the organisational culture itself.

As has been noted previously, the adoption of decisions are frequently made without adequate back-up and that the difficulties inherent in the process of change are not well understood. In terms of Regional participation within the process of educational change, it is apparent that individual teachers in single schools can bring about change without the support of central administration, but Region-wide change will not happen. All major American research studies (Louis, 1989; Rosenholtz, 1989; Marsh, 1988) indicate that the support of central administrators is critical for change in Regional practice. It is evident (McPherson and Raab, 1988) that Scottish teachers have become accustomed to the process of change and realise that they do not require to take change seriously until central

administrators demonstrate, in some visible form, that they should.

All major research on the process of educational change and innovation at the level of the school indicates that the Headteacher strongly influences the likelihood of change, but also indicates that most Headteachers do not play instructional or change leadership roles. In theory a Headteacher's actions serve to legitimate whether a change is to be taken seriously and to support teachers both psychologically and with resources. Further, if other dimensions of change such as those in beliefs, teaching strategies and curriculum materials are to be taken into consideration, it can be postulated that unless a Headteacher gains some understanding of these dimensions he/she will be unable to understand teachers' concerns in this area and, in turn, will be unable to provide support for implementation. This once again emphasises that implementation and the process of change is an interactive process. In any study of an implementation of educational policy, such as that with which this thesis is concerned, interaction of this type is a key concern.

It is apparent that at the local level, the Headteacher is the person most able to stimulate the interactive process. How the Headteacher should manage change at the school level is a complex process, both psychologically and sociologically.

During the process of educational change, Headteachers in successful schools support and stimulate initiative-taking by others; set up cross hierarchical and curricular committees and delegate authority and resources to these groups, while maintaining an active involvement in, or liaison with, the groups (Campbell, 1989; Bell, 1988; Little, 1982). Further, the leadership skills relative to the above are difficult, especially that of giving up power without losing control, but as this thesis will illustrate, extending involvement and influence to participants in the process of educational change is an extremely important aspect of efficacious implementation. In addition, constant

communication and joint work provide the continuous pressure and support necessary for getting things done. As Fullan points out :

Nothing is more enticing than the feeling of being needed, which is the magic that produces high expectations. What's more, if it's your peers that have those high expectations of you, then there's all the more incentive to perform well.

(Fullan, 1991, p84)

Both individual teacher characteristics and collective or collegial factors play roles in determining effective implementation. At the individual level, research (Fullan, 1991) has indicated that the psychological state of a teacher can be more or less predisposed toward considering and acting on improvements. Some teachers, depending on their personality, their previous experiences and the particular stage in their careers, are more self-actualised and have a greater sense of efficacy, which leads them to take action and persist in the effort required to bring about successful implementation. It should be borne in mind that researchers (Fullan, 1991; Rosenholtz, 1989) have found that some schools have a higher proportion of change-oriented teachers than others and that the culture or climate of the school can shape an individual's psychological approach to change.

Ultimately, however, at the local level, it is the individual who counts. Since interaction with others influences what a person does, relationships with other teachers is a critical variable. Change involves learning to do something new, and interaction is the primary basis for social learning. The adoption of new meanings, new strategies and new beliefs depends significantly on whether teachers are working as isolated individuals or are exchanging ideas, support and mutual positive reinforcement, thus indicating that the quality of working relationships among teachers is strongly related to efficacious implementation.



Due to the fact that the essence of educational change consists of learning new ways of thinking, new skills, new knowledge and new attitudes, it follows that staff development is a central aspect of the process of change in practice. However, as with all the dimensions under consideration, the use of staff development can be misapplied unless it is understood in relation to the meaning of change and the process of change as a whole. From previous experience of the process of educational change in Scotland, it has become apparent that one of the major problems in this area is that of what can only be termed "well intentioned ad hoc measures", that is the use of single segmented solutions which are unconnected and unintegrated with their systematic realities. This implies that most forms of In-service training which have been adopted have not been designed to provide the ongoing, interactive learning necessary to bring about changes in beliefs, teaching strategies and curriculum materials. It must be stressed that as this research will illustrate, it is only when teachers actually attempt to implement new initiatives that they discover the most specific concerns and doubts. It is therefore extremely important that teachers obtain some support during the early stages of implementation in the form of concrete, teacher-specific training activities, ongoing assistance and regular interaction and that In-service support is flexible enough to allow for additional provision as, and when, it is required during this implementation phase.

Unlike the situation which existed in the 1960s and 1970s, the dynamic force for educational change in contemporary society lies not within the teaching profession but is social and political (Dale, 1989; Whitty, 1989). This may appear as a rapid move away from the consensus approach to change which characterised education up to the 1970s, and a move towards imposed solutions at all levels of education. The educational initiative CAS87 rests upon a consumer, or market-based perspective, as the driving force for change (Whitty, 1989) and upon the belief that managers, at all levels within the service, will respond to that direction. Perhaps managerialism might form the future



basis for ideological reconstruction, and, as a corollary, the principle by which people are selected for key roles within the Scottish policy network.

It is not possible to establish, even in the broadest terms, educational needs for the present, or the immediate future, without taking into account the fundamental economic and social changes which are summed up in the phrase "a post-industrial society". While these changes may, on the one hand, be regarded with optimism, and on the other with foreboding, there is a growing consensus that they are changes of a very different magnitude and nature to anything since the Industrial Revolution.

The enthusiasm of the 1960s would have held that education should lead the whole process, while the cynicism of the 1970s and 1980s would lead to a belief that education, in terms of schools, could do no more than mirror the society of which they are part. The relationship between education and society is much more complex than either view would suggest. Education does reflect social, economic and political needs or pressures, but in doing so it also subtly refracts the image and modifies the pressures - the balance within the relationship is not constant. Moreover, on some occasions, and, as outlined in Chapter One, the present situation may be one of them, the economic and social pressures may be pushing in the same direction as the educational forces: what educators are promoting primarily as a way forward or an improvement may be likely to receive considerable reinforcement because it coincides with what the economic-technical revolution requires.

As a result of the situation which existed in the 1960s and 1970s Government agencies in recent years have been required to be preoccupied with policy, and until recently, (as in the case of "S" Grade (1985) in Scotland) have vastly underestimated the problems and the processes of implementation. In the light of this new awareness Government agencies are now acknowledging

the importance and the difficulties of implementation and are allocating resources to establishing support for staff development and to monitoring the implementation of policies. Whether they will be successful or not is a relative matter which is partly related to the resources required to address problems and partly to the capacity of Regions and local schools to use these resources effectively. It can thus be deduced that Government assistance or stimulation can influence implementation greatly, provided that is integrated with the other dimensions listed above.

## 2.5 Conclusion

It has been suggested that the process of educational change has several interrelated dimensions. Individuals at the school level who are involved in the process of change, and have to develop new meanings, new understandings and new behaviours can be undervalued (Fullan, 1991). As this research will show, however, individual teachers are crucial to this process: firstly by developing common understandings of the reform and secondly by identifying with the reform itself once it has been conceptualised. The characteristics of the nature of change, the character of Regional Authorities and of individual schools and teachers all interact with external factors to produce conditions for change or "non-change". Innovations are therefore complex and frequently there is no definitive change at the beginning of the process. It is very important that those involved in the process of change, at whatever stage, realise that situations vary and that there can be no exact description of what stage the change should be at. Change, especially the implementation phase, shapes further policy-making.

It can be seen from an examination of the process of change, taken in conjunction with an analysis of the models of policy-making, that what is a central issue is the problem of the relationship between networks, key players and the process of change and efficacious implementation.

Network analysis drives the focus of attention downward to the level of individuals and their interactions and away from holistic views of the policy-making structure. Only by taking seriously the level of personal networks at either the macro (national) or micro (school) levels of implementation, and, in so doing, examining participants' behaviour and values - however constrained and contextualised they may seem - can wider policy-related action become fully intelligible. The research agenda for this includes an examination of the way participants decide their strategies, thereby explaining the development of relationships between the wider policy and behavioural norms.

The problem which therefore lies at the centre of this thesis is that of how to gain an understanding of what goes on within a policy network. From this wider policy-making network, concerns can be developed. These may be construed within pluralist and corporatist frameworks and can aid an understanding of sites of implementation. This may be considered to be the classic dilemma in social science; the relationship between action/agency and structure, which underlies some of the difficulties inherent in attempts to find an adequate explanation of the conceptualisation of policy (Raab, 1994). In this thesis, the problem of action/agency and structure is resolved by focusing upon "process" viewed in terms of an event:

An event is a moment of becoming at which action and structure meet ... The event is a point of entry to the process.

(Abrams, 1982, p192)

The event, in this case, is the initiative CAS87 and the process is the means by which it is implemented at the micro or school level.

Given the above and the perspective outlined in Chapter One, it is apparent that educational administration becomes an area which is a vital concern. The practice of administration within the

process of educational change is largely an "art" which reflects the personal style of an administrator and the environment in which that person functions (Griffiths, 1985a). Although it can be deduced from the present political climate that there is a strong element of a "top-down" approach in terms of policy reproduction by those key players in the field of educational administration at the national level, this thesis seeks to explore the extent to which the power of the State is circumscribed by contextual features such as institutions and human relations, at the school level. It is therefore the aim of this thesis to produce an additional insight into the process of change by examining theories of change and the practice of implementation as delineated through the art of educational administration and its key players. In order to achieve this, it is necessary to start by examining the various organisations and institutions and their respective relationships which form the basis of all policy-making in Scottish education and the extent to which they have been utilised with regard to the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b).

CHAPTER THREE

THE CHANGING MACHINERY OF SCOTTISH EDUCATIONAL  
POLICY-MAKING



### 3.1 Introduction

The machinery which has been utilised to evolve and implement policy decisions in the field of education in Scotland is different from that which exists in England and Wales. The purpose of this chapter is to outline this machinery, to critically examine it in the context of rational-comprehensive and disjointed-incrementalist models of public decision-making and the "mythology" of Scottish education. The present situation is analysed in the light of the influence of the New Right on Scottish education and upon an interpretation of education policy in Britain that is predicated upon an understanding of ideological and policy initiatives with which the separate Scottish system has little connection.

### 3.2 The Scottish System of Educational Policy-Making

Reorganisation of the roles, relationships and institutions through which policies are made and implemented has been strikingly evident in many fields of public provision in Britain: Scottish education is no exception.

The system for policy-making in education in Scotland is usefully seen in terms of a cluster of administrative and advisory organisations. The most important ones are the Scottish Office Education Department (SOED), the Inspectorate (HMI), the Scottish Certificate of Education Examination Board (SEB), the Scottish Vocational Education Council (SCOTVEC), the Scottish Consultative Council on the Curriculum (SCCC) and the General Teaching Council (GTC). These organisations perform important functions within the public education service, and, in so doing, interact across the boundary between government and quasi-government in patterns which change over time (McPherson and Raab, 1988).

Examinations, the curriculum, teacher training and certification, and the production of ideas, information and advice for Ministers and practitioners, are among the main processes and functions of most existing education systems. In Scotland, depending upon the point at which an examination is made of the institutional order, different sets of bodies, governmental and quasi-governmental, are found performing them, dividing the labour in different ways, sharing and overlapping in different patterns with an overall framework of strong central control. Over time these patterns can be seen to move and changes to appear. For instance, part of the function of producing reports and advising Ministers has been moved away from the quasi-governmental Advisory Council to working parties set up within the SOED, or responsibility for curriculum oversight, advice and development has moved away from the Government (the SCCC and its satellite bodies) and then back again (Gatherer, 1989). Such moves are apparent in an examination of the principal policy documents in Scottish education since World War II and the influence which the Government, in the form of the SOED, has had upon their production (Appendix 3:1).

However, no educational idea is self-implementing. Debates about the shape of the curriculum and the role of examinations are also about control and power (McPherson and Raab, 1988). Implementing decisions about them require the resources of the State. Public examinations provide evidence about pupils' individual attainments as well as providing information for political judgement of the performance of the system as a whole. Conversely, the establishment or the abolition of public authorities and other bodies, may have important effects upon educational outcomes. Moreover, changing patterns of recruitment of officials may alter the nature and pace of innovation, perhaps bringing certain educational ideas to the fore and retarding the acceptance of others.

Analysing and interpreting the governance of Scottish education is difficult. It is multi-faceted. McPherson and Raab (1988)

construct models of public decision-making, the rational-comprehensive and disjointed-incrementalist, and note the importance of conscious choice and a consensus on values and goals.

Those who take a rationalistic approach see policy-making in Scotland as ideally occurring within central, highly co-ordinated machinery that is able to take a comprehensive overview of its field. There is an apparently orderly process which moves from goal-statements to a comparison and selection of optimal means, and then to implementation. A definition of the problem to be solved and the marshalling and the analysis of large quantities of information, fall into place with little difficulty; value consensus and stability are assumed to exist and to make choice uncomplicated once the relevant facts are known.

In contrast, an incrementalist approach does not easily lend itself to comprehensive techniques of policy-analysis. People may only agree on the rules of the political game in which interest-groups bargain with each other, but remain in fundamental disagreement about substantive matters of policy. Only a few alternatives for marginal change in policy can be taken into consideration: a pessimistic view of human cognitive and reasoning capacities dictates strict limits to what can be required of participants in policy-making. Perhaps most important of all, whereas rational-comprehensive policy-making requires a centralised structure (which can take a synoptic view of many possible policy alternatives and consequences) the political and organisation world of the incrementalist approach is fragmented, with autonomous decisions being taken in many places.

The current position of Scottish policy-making as reflected by the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) can therefore best be formulated by an exploration of the contexts in which contemporary practice has been challenged and new directions taken. In order to do this, an examination of the cultural and historical perspectives and a

consideration of the distinctiveness of Scottish education is of prime importance. Moreover, how Scottish educational policy can best be understood, in the light of the models outlined above, becomes the focus of the second part of this chapter.

### 3.3 Scottish Education: Culture, Myths and Ideals

"Crisis" has become a common word with which to describe the state of Scottish education. Nigel Grant used it in the title of his 1982 Saltire Society pamphlet and defined the crisis in terms of "direction, resources and identity" (Grant, 1982, p4). The term has also frequently featured in the columns of "The Scotsman", "The Herald" and "The Times Educational Supplement Scotland": proposals for reform of any aspect of education are seen by supporters and critics as likely to reduce or intensify a perceived crisis in the classroom. In some respects, however, the use of the word is misleading. It appears to suggest a degree of urgency, a realisation of the need for imaginative solutions to serious educational problems. However, despite the rhetoric of crisis, there is little evidence to suggest that the kind of "intellectual engagement" (Grant, 1982, p6) that is required is actually taking place amongst those who are in a position to encourage policy initiatives.

Almost any discussion of Scottish education, at any period in time, involves, at some stage, an appeal to its traditions, ideals or essential and distinctive characteristics. The current debate over the changes being implemented through the initiative CAS87 is no exception. Indeed, Michael Forsyth quite often claimed to be preserving or restoring one or other element of the Scottish educational tradition. Any one can do this to justify almost any course of action because no clear and generally accepted definition exists of these characteristics and values. This does not mean that they do not exist, but that Scottish ideas about them are so imprecise and ill-defined that much of the discussion about educational policy can be rather nebulous in character.



In recent years, in rejecting attempts to force unwelcome changes on Scottish education from outside, many Scottish educationalists have fallen into a number of traps (Grant, 1982). Some have been inclined to mythologise the past - the romantic myth - and indeed even the present of Scottish education. They have claimed that it has always been a democratic and egalitarian system, with a broad, humane, general education for all, and with prospects of advancement for the "lad o'pairs" (McPherson and Raab, 1988). He could climb the ladder of achievement, through sheer ability and determination, regardless of social class or background. Others have argued that Scottish education is self-contained, insular and self-sufficient for the needs of the Scottish people; that it can no longer be Scottish if contaminated by influences from outside, especially from England (Humes and Paterson, 1983). Further, any departure from well-established practice could lead the way to instability and chaos - a conservative myth (Gray *et al.*, 1983).

Like all myths, they do contain some element of truth. It is true, for instance, that Scotland was among the first to create a national system of education. The earliest coherent plan was probably that of John Knox in 1560, but compulsory schooling had to wait until 1872 and free schooling until 1918. The provision of schooling for all the Scottish people was longer and more complex in the making than Knox had hoped for or than many Scottish people still believe.

Moreover, there is some substance in the claim that Scottish education was more open than most to the poor boy of talent, the "lad o'pairs", working his way from obscurity to a situation in which he could "wag his heid in the pulpit", but usually exceptional motivation was required. In any case, schooling was not always a liberating experience. The famous Parish schools, which existed from the seventeenth century onwards, did spread literacy more widely than in most countries, including England; but all too frequently they were severely under-equipped, badly under-funded and poorly staffed (Scotland, 1969). In addition,



even when schooling was effective, its range was limited; although skills in Language, Mathematics and Literature were well catered for, the creative and physical aspects suffered relative neglect. Further, even when the promotion of the able child was impressive, that of the average or below average child was less so (McPherson, 1992). Historically Scottish education may have been relatively less class-ridden and more open to the talents, and may have retained some vestiges of a broad education for personal development, but these characteristics should not be exaggerated.

The argument about self-sufficiency must also be qualified. By the time the Scottish education system began to take shape, it had already turned away from indigenous languages and cultures. Some of the earlier attempts to establish schools in the Highlands, for example, were not intended to develop and use the rich language of the inhabitants, but to stamp it out (Scotland, 1969). It is true that for a time schools in the Highlands did teach in the Gaelic language; but that was essentially because there was no other language through which pupils' learning would be accessible. This was a temporary concession and one to be discarded as soon as the pupils knew enough English to continue in that language. Even today, moves towards some recognition of the oldest indigenous language of Scotland have been slow and are still under-funded. There have been advances in recent years, but public funding for Gaelic remains far below that granted to Welsh. Moreover, the introduction of the national curriculum in Wales gives Welsh a central role. In Scotland, in contrast, the national guidelines appear to be marginalising Gaelic even further (SOED, 1994c).

For all its advances, education was always flawed in Scotland. It is to be hoped that many of its characteristics are neither revived or continued: the authoritarian pedagogy of the classroom; the way in which concerns for higher standards and style of learning frequently slipped into pedantry; the obsession with formal examinations and the frequent joylessness which the Calvinistic

ethic often visited upon education. As Daiches (1981, p69) stated, "the Golden Age never really existed". What should be recognised, however, is that history and myth are often intertwined. Historical precedent can be a dangerous authority if the only justification for any policy or practice is that it has been done before. History should be seen as a means of understanding how society has arrived at where it has, and as a means of identifying the elements of a positive tradition in Scottish education. Myths are also valuable in that they are statements of ideals and aspirations, and can be viewed as desired directions of the Scottish educational system. It should be possible, therefore, to identify Scotland's educational aspirations and ideals which can develop into reasonably clear policy directives.

The Education (Scotland) Act of 1872 was designed to improve the education of all of the people of Scotland. This has been a prominent characteristic of Scottish education. The assumption has been that it exists to serve the whole community. Scottish education can therefore be defined as existing not only for individual advantage and advancement, but for the good of the community as a whole. If accepted, this principle would support a social rather than a consumerist approach to educational policy. For all its undoubted defects in the past, and indeed in the present, Scottish education has been one of the major facets of Scottish identity. Any attempt to destabilise Scottish education as an integral whole can be viewed as an attempt to destabilise Scottish society, its identity and culture.

### 3.4 The Historical Setting

From 1945 until the mid-1970s the institutions governing Scottish education policy-making were centralised. However, they did not constitute a monolith, especially if the teachers' unions are taken into account (Raab, 1982). The Scottish Education Department, the Inspectorate, local authorities, the

universities and the English Ministry of Education (not to mention the Treasury) were the main sources of authoritative decisions and carried out the main functions. Fundamental and received assumptions and values concerning aims, forms, and processes were widely shared amongst administrators, politicians and professionals alike. These furnished the terms of legitimate discourse. Reinforcing this was a criss-crossing of careers which meant, for example, that until the 1950s, the Secretaries to the SED tended to be former HMIs, as were some of the other top officials (McPherson and Raab, 1988).

This degree of centralisation and consensus meant that policy emanating from this community could have been cohesive, coherent and research based. The paradox, however, is that there was little incentive to make it so and it was difficult for others to challenge the official view that circumstances made it impossible. Centralisation meant a structured pressure from the centre. For example Raab (1980) mentions the Scottish Education Department's careful soliciting of advice from selected members of the Scottish Examination Board in 1968, apparently to deflect interest away from CSE and to exclude it from the policy agenda.

The 1960s were a watershed in the restructuring of the machinery of Scottish educational policy-making (*Ibid.*) and political appointees led the debate. However, most of the decision-making initiatives remained within professional and administrative circles (McPherson and Raab, 1988). Substantive changes in the curriculum, in the public examination system and in the organisation of secondary education, as well as the creation of new colleges of education and universities, were some of the manifestations of the exercise of choice. These changes had more than incremental significance.

### 3.5 The Contemporary Setting

At a time of change in Scottish education, epitomised for many by the introduction of the initiative CAS87, education has moved centre stage in the political discourse. The phrase "a national system locally administered" (DES, 1980, p1) has often been used to describe the way in which the education system works. However, it is doubtful whether Education Authorities, which have been regional for more than a decade, can any longer be described as "local" and there has been in Scotland, since the early 1980s, a feeling that the responsibility for policy-making is bounded by the wider, and often more influential circles of British social, economic and educational policy (McPherson and Raab, 1988). Further, the adage assumes only two levels of control, those of national and regional governments. This is not unreasonable. However, decisions with regard to policy-making, some of them of substantial educational importance, are diffused through the system and a multiplicity of bodies and groups are involved.

In structural terms the machinery for policy-making in Scotland is very different from that of England and Wales. The Scottish Office Education Department, as the name indicates, is part of the Scottish Office and the Scottish Consultative Council on the Curriculum enables central influence on the curriculum. The General Teaching Council established in 1966, advises the Secretary of State on the supply and training of teachers and maintains a register of those licensed to teach in Scotland. The pay and conditions of Scottish teachers are determined in Scotland, the committees concerned with these two facets having been fused in 1981. Moreover, there is a separate Scottish HM Inspectorate. Despite these formal differences, the question still arises as to how separate and distinctive the Scottish educational system now is from that which exists south of the border.

The three principal partners in Scottish education have traditionally been central government, the local authorities and

teachers. The process of educational policy-making has necessarily involved all three of these partners, but influence has varied according to the degree of control each could exercise. The Government has claimed, and indeed still does claim, that its policies reflect a partnership between interest groups and it favours a pluralist interpretation in which each partner is said to have representation in policy-making and the Government, in turn, represents the wider community including industrial and economic interests (MacBeth, 1983). McPherson and Raab (1988), however, argue that there exists a partnership which is broadly corporatist in character: that the leaders of interest groups are incorporated into policy-making by being invited to recognise common interests in order to contain potential conflict. Whatever the nature of the "partnership", what is of interest to this thesis is whether or not the process of implementation of the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SOED, 1987b), demonstrates negotiation and consensus or central control and imposition.

This movement towards governmental control of the curriculum, was deeply resented in Scotland: terms such as "interference" and "totalitarian" were levelled at Ministers (Kirk, 1986, p69). In Scotland the excessive demands made of teachers by government officers and their seconded assistants sharpened teachers' resentment to what was seen as highhanded political responses to salary claims. In the course of a long industrial dispute they seriously undermined the Government's plans by boycotting both curriculum and staff development activities. In retrospect, there is little doubt, that the delays in implementing Standard Grade and the Action Plan (SED, 1983) contributed to the current trend of increasing central control.

For both the 'S' Grade developments and the institution of the National Certification, the SED set up mechanisms for what they called "a structured programme of implementation" (SED, 1983, p60). A group of SED officers not only controlled the management and the resources but provided clear remits to all



the development teams they set up. Although they recruited from colleges of education and schools, the developers were made firmly responsible to the administrators who were acting as agents for the Minister. The guidelines and syllabuses produced by innumerable working parties were all carefully scrutinised in the Department and issued only after approval had been gained at a high level. The cascade model of dissemination was employed: guidelines and specifications were prepared by trainers, passed on to group leaders and then to teachers (Gatherer, 1989).

The SOED did not intend to repeat the mistake of power-sharing with teachers again and it therefore introduced a new, rather imperious style of control of the curriculum and of assessment which was initially demonstrated in the lack of debate about, and the pace of implementation of, the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) (Appendix 3:2).

It is interesting to note that the curriculum and assessment proposals which are the subject of this thesis, were immediately preceded by the SOED's proposals for the introduction of school boards contained in the consultation paper "School Management and the Role of Parents" (SED, 1987a). These proposals were regarded as part of the same package of reforms which included those on curriculum and assessment. Indeed, explicit reference was made to the proposed school boards in the consultation paper:

The establishment of school boards with the right to be consulted and informed on curriculum and assessment matters will be an important part of the action required.

(SED, 1987b, p4)

These proposals introduced a new group into the policy-making process: the parents. The Secretary of State acknowledged that

together the proposals "mark a new deal for parents as fully participating partners in the education process" (Scottish Information Office, 1988, p4). While the Government, through its rhetoric, may have given the impression that it had created even more power sharing by enfranchising parents, it may be well to recognise, however, that whilst it was convenient for the Government to give more power to parents, local authorities and teachers were thereby set to lose some of their professional autonomy.

The school board proposals were published in August 1987 (SED, 1987a), with a consultation period of three months. Participation by parents was welcomed by the educational community. The poor representation of teachers on the proposed boards was generally deplored. Proposals for "ceiling powers" which were to enable a board to apply to the Secretary of State to increase some of these powers, including the possibility of having its school opt out of the state system, met a largely negative response (Roger, 1990) and in January 1988 the Government's responses withdrew these controversial "ceiling powers". However, the Scottish Office indicated that their intentions over school boards had been clarified, not withdrawn, and the principles remained, despite the modifications of pace and timing (Pickard, 1988a). Considered opinion on the Government's "climb down" over its proposals showed that the "extent of the retreat [was] minimal" (Pickard, 1988b, p3) since only one "ceiling power" (to hire and fire staff) had been dropped completely.

While the paper "School Management and the Role of Parents" (SED, 1987a) can be considered to reflect an indirect increase in central control, the initiative CAS87 can be seen to demonstrate an increase in the central control of policy-making in Scottish education which has been emerging since the 1970s.

Today policy-making in Scottish education is at an interesting historical juncture. In one respect, it can be seen that the

initiative CAS87 has been introduced in a climate in which there has, for the first time, been no open debate. Moreover, in 1987 and 1988, Michael Forsyth, the Minister of Education, took the move towards centralising the curriculum by identifying himself publicly with unpopular reforms such as National Testing. Conflict not consensus became the basis of educational policy-making.

Historically, Scotland has had a larger public sector than England, and a tradition of State and governmental initiatives aligned with a neo-corporatist approach to policy-making (Raab, 1993a). Free choice of the "market place" may erode the achievements of the past and so many of the supporters of the post-war and post-60s settlement in Scottish education fear that this may result in a return to a stratified, selective and inegalitarian system of education (Raab, 1990a).

Whilst it must be admitted that some people regard certain of the changes and influences in recent decades as unwelcome incursions on the autonomy of Scottish education, it can also be argued that debates about the merits of change should be disentangled from complaints about their provenance. The latter often arise from the mythical views of Scottish benevolence, autonomy and insularity. While nearly thirty years ago comprehensive schooling was viewed as "an alien English import" (Ross, 1988, p20), which was ill-suited to Scottish traditions, at the present time it is the collectivism of this new system itself that many Scottish educationalists defend against the threat posed by Government policies for parental choice, school boards and opting out. It would indeed be ironic to mount this defence in the name of Scottish tradition, but it is even more ironic that the Government mounts its attack in the name of an entrepreneurial individualism that it defines as authentically Scottish. It has made constant reference to Adam Smith, the eighteenth century Scottish philosopher who has served as a patron saint to much of the New Right, as testimony to this

Scottish laissez-faire spirit, and his work has been referred to selectively for the support it lends to the New Right policies.

More recently Conservative Ministers have claimed that:

... traditional Scottish values are essentially conservative, and individualistic, though in recent years these characteristics have been set aside by a collectivist, socialist ethos that denies personal responsibility and self improvement.

(Rifkind, 1988, p3)

This view of Scotland as having a "dependency culture" has not, however, been restricted to Conservative Ministers. It has been expressed by the eminent Scottish historian T.C. Smout in 1987 when he stated that:

Perhaps, then, it is in the history of the school more than in any other aspect of recent social history that the key lies to some of the more depressing aspects of modern Scotland. If there are in this country too many people who fear what is new, believe the difficult to be impossible, draw back from responsibility, and afford established authority and tradition an exaggerated respect, we can reasonably look for an explanation in the institutions that moulded them.

(Smout, 1987, p229)

This rather deterministic view of the Scottish people basically disregards the conflicts of purpose between the SOED and the other interested parties in Scottish education.

Whilst the rhetoric of the Conservative critique was undeniably Scottish, its aim was to justify policies that were not the personal choice of the majority of Scottish voters, only a quarter of whom had supported Conservative candidates in the 1987 General Election. Like most major legislation for Scottish education in recent years, the statutory introduction in Scottish State schools

of school boards (1988) and of the option for self-government (1989) were both occasioned by companion legislation for England and Wales. To date, their attempts have remained unconvincing and what could be termed their "cultural offensive" (Raab, 1993a, p245) has waned.

### 3.6 Conclusion

It is apparent that the ideas of the Conservative Party and particularly those of the New Right have made an impact on educational policy-making in Scotland. Although they cannot be seen as the only influence on trends, events and policy-related institutions, the substances of the ideas themselves and their obvious ambivalent implications for policy in Scotland, are important in any consideration of the changes which have come about. This is especially true if ideological coherence is to play a part in the legitimization of new ways of thinking.

In Scotland, the Government's legitimacy problems, in terms of education policy, would have been even more excentuated if the Conservative Party had not achieved such good results in the 1992 General Election. However, there is a prospect that confidence will be weakened in the public institutional provision of education. This is being brought about through the stress on market choice. This is an issue which has particular resonance when assessment provision is examined. It is assessment which is utilised as the main factor in making schools more accountable in the new market of educational provision.



## CHAPTER FOUR

### ASSESSMENT AND NATIONAL TESTING

## 4.1 Introduction

This chapter focuses on the proposals for assessment and testing contained in the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b). Comparisons are made between the systems which have been introduced in Scotland and in England and Wales. The possible impact of such an assessment system is considered as well as the role of teachers in the carrying out of tests. Particular attention is paid to the use which is made of test results.

## 4.2 The Contemporary Background

The crisis in education, as perceived by the Conservative Government in the 1980s, required to be confronted by major reforms: the curriculum needed to be redefined and enforced in all schools and consumers needed to be given greater powers to ensure that their needs were being met. In such circumstances, greater public choice and accountability can be viewed as the "linchpin" towards raising educational standards (Whitty, 1989). Increased parent power, presented as a force within a free-market economy, should ensure that the "producers" who do the best job of persuading the "consumers" that they are offering them a "good deal" will prosper, while others, who are less successful, will decline and eventually go "out of business".

A vital factor in the fuelling of a market-forces mentality with the maintained system is by providing simple market indicators to allow the consumers to look for the "best buys". This is the reason why the notion of a national system of assessment and testing is a central tenet of the philosophy of the Government's education reforms. However, useful market indicators need to be precise, reliable, sensitive to change and give the consumer a rapid insight to help guide choices within the market place (Fairley and Paterson, 1995; Murphy, 1990). This is especially the case if they are to have a key role in raising educational

standards by giving greater choice to the consumers, and encouraging them to use this through the supply of more regular information about pupils' attainments.

Another purpose of a national system of assessment and testing could well be to ensure that schools adopt the national curriculum guidelines in Scotland and the national curriculum in England and Wales. There are two major reasons why assessment and National Testing should not be used for this end. Firstly, assessment should follow, support and serve the curriculum rather than lead it. Research (Murphy and Torrance, 1988; Pennycuik and Murphy, 1988) has indicated that a broad, balanced and relevant curriculum does not lead to a small number of neatly defined pupil achievements: it leads to a complex mass of very varied and disparate achievements that teachers and schools need to recognise and accredit. There is therefore a need to move away from global summary statements of pupil achievement toward a more detailed presentation of specific achievements in particular areas of the curriculum. The need for such a move is illustrated in the research and development work on profile reporting and Records of Achievement (Broadfoot, 1986a; Garforth and Macintosh, 1986) which was being published at the time of the formulation of the Government's proposals for National Testing. These and other assessment developments represented a significant recognition of the new paradigm for educational assessment which was fast replacing the former view which generally regarded assessment in education as a branch of psychometric testing and sought to measure basic underlying unidimensional human attributes rather than diverse and complex educational achievements (Wood, 1982). Secondly, the recording of achievements should never be used to make judgements unless they are interpreted in relation to a much fuller set of information about the context in which those achievements have occurred. This lesson has already been illustrated many times, in relation to the use of public examination results as a means of comparing schools. As Gray and Hannon (1986) and Willms (1992; 1986) have argued

so convincingly, to use such information out of context as a means of judging schools is naive in the extreme.

The Government's proposals for Britain as a whole, therefore raise the fundamental question as to whether or not assessment and testing can simultaneously serve the purposes of public accountability and education, without compromising one or both of these. In order to gain an insight into this and to gauge the influence which the introduction of these new methods of assessment and particularly National Testing have had on classroom practice in Scottish schools, in terms of the administration and provision of the curriculum and the methodology employed to deliver it, it is necessary to examine the key ideas which lie behind National Testing, the differences which exist between the systems which have been adopted in Scotland and in England and Wales, and the substantive issues raised by its introduction.

#### 4.3 Key Ideas Behind National Testing

Paul Black's (1988) account of National Testing identifies three key ideas common to the systems which have been introduced in Scotland and England and Wales.

The first key idea is that education is concerned with individual pupil progress and that progress can be adequately conceptualised only through a cross-age criterion-based system.

The second key idea is that the boosting of pupil progress is to be achieved through the enhancement of teachers' professionalism. The intention was that teachers were to be provided with a framework - ten levels in England and Wales and five levels in Scotland - which would give them considerable latitude to define content. The intention was that this early involvement would allow teachers to then systematically incorporate a new curricular language into their practice with a consequent facility

for meaningful communication with other teachers, with other schools and with parents. Through their control of a new language for the curriculum and for the description of pupils' progress, teachers were to be offered a substantial enhancement of their professionalism, the opportunity to develop, in Black's words, "an empirically grounded theory of learning" (Black, 1988, p37) capable of testing and development through their own practice.

The third key idea is that the boosting of pupil progress through the enhancement of teachers' professionalism should itself be placed in a context of reporting which is fully accountable. Black notes that this is an important principle for reporting - "the needs of the user of the information settle decisions about aggregation" (1988, p35). However, it is not easy to reconcile this principle with the requirements of teacher professionalism and public knowledge. Full professionalism implies full understanding. It has been suggested that teachers require access to all aspects of testing, otherwise they will not be able to sensibly reconcile the results of informal and formal assessment and thereby to use both in their practice (Broadfoot, 1986b). Moreover, they will not be able to justify this practice to other audiences. It is irrelevant to give teachers uncontextualised test scores. If teachers are to understand what tests are doing, and are to sustain and justify their newly enhanced practice in the wider context of public accountability, as the initiative CAS87 requires them to do, they require access to all of the data at all levels of aggregation.

#### 4.4 Reforms in Scotland and in England and Wales : A Contrast

The most basic contrast between the systems of national assessment and testing which exist in Scotland and in England and Wales is the degree of legislation which has been utilised. The situation in Scotland, in comparison with that in England and Wales, has been described as "meagre and permissive" (Brown,



1990, p71). Such a description is due, particularly in the initial stages, to the fact that the 1989 Self Governing Schools etc. (Scotland) Act made no reference to a national curriculum and devoted only one of its eighty-three paragraphs to Testing in Primary Schools (Part III, par. 69). This empowered the Secretary of State to prescribe regulations, for Education Authorities and self-governing schools which "may include provision as to the testing of pupils in primary schools" (*Ibid.*) and the SEB to prepare, distribute and monitor the tests. In contrast, the Education Reform Act (1988) identified, for England and Wales, core subjects and foundation subjects, compromising 70-80% of the timetable of pupils from the ages of 5-16 (Part I, par. 2-5). This can be viewed as reflecting a more specific subject orientation timetable and a wider primary/secondary age range than Scotland which had been seen as having a tradition of more central control of school curricula:

Scotland effectively has a national curriculum for the 14-18 age group in that all secondary schools are expected to follow certain guiding principles based on the recommendations of the Munn Report and subsequently qualified by the Consultative Committee on the Curriculum.

(SED, 1988b)

There is no parallel in Scotland, therefore, to the clash between GCSE and the national curriculum for 14-16 year olds which exists in England and Wales.

In addition, contrasts are apparent in the different stages at which the tests are to be carried out and the fact that only Language and Mathematics were to be included in Scotland. However, it is in the processes of test generation and selection and the official statements about how test results will be used where the contrasts between the two systems are most striking and the influence of the difference in policy-making machinery and the political climate into which the systems were introduced,

can be seen to have the most important potential implications for education.

In Scotland the production of test items has been undertaken by teams of teachers within the framework of attainment targets identified by the Review and Development Groups (RDGs) (Appendix 4:1). These developments were carried out, and indeed are still being carried out, within a plan determined centrally by HMI and SEB. The generating of tests is undertaken by schools selecting from a catalogue of descriptors, those "units" (sets of items covering attainment targets across the different aspects at the same level) which they believe are most appropriate for their own pupils and their interpretations of the curriculum guidelines. With the exception of the SEB, assessment "experts" have had little part in the initiative except for providing technical support. In Scotland, unlike in England and Wales, there has been little attempt to generate alternative schemes of Standard Assessment Tasks (SATs) by professional agencies (Harlen *et al.*, 1993). The general tenor of the development of National Testing in Scotland is therefore one of clear direction from the centre, but with much more involvement of teachers in the process than in England and Wales.

The use to be made of test results in England and Wales is described succinctly as being one in which:

... students are to be graded and classified; schools, and indeed some teachers, are to be evaluated on the basis of the results; if they are found wanting, schools are expected to close and teachers may face redundancy.

(Gipps, 1989, p104)

In Scotland, however, the test results of individual pupils are confidential among teacher, pupil and parents (SOED, 1990d, par. 35). A Headteacher is expected to give the school board a statement about pupil attainment in the school, but he/she is not required to include test scores:

It will be important to frame any annual report to the School Board in such a way as to give the general information to which the Board is entitled without identifying pupils in any way which would cause distress or embarrassment.  
(SOED, 1990d, par. 35)

and there is no requirement for comparisons among schools. This last point of comparison is the most essential and indeed contentious one, and one which can be seen to have had most effect on the different attitudes which have been adopted to the introduction of the respective proposals. The difference may, in part, be due to the differing situations, politically, which existed at the time of the introduction of testing.

The situation in Scotland in 1991, at the introduction of National Testing, was different from that in England and Wales. The Labour Party in Scotland opposed National Testing, but in England and Wales the Labour Party was more positive towards testing, parental opposition was apparently weaker and the teachers were more divided and also more isolated from public opinion (Harlen *et al.*, 1993). It is ironic, in the light of this, that the British Educational Research Association (BERA) task group paper (Broadfoot, 1993, pp1-12) highlighted the fact that the Scottish test proposals were more "education-friendly" than those in England and Wales. They were more concerned with what it termed "validity and manageability" than "public comparability" (Broadfoot, 1993, p12). Certainly members of the HMI expressed concerns that the success of the entire CAS87 development programme could be threatened by the opposition to National Testing (McPherson, 1993).

Another factor which helps to explain the character of the Scottish tests may be the role of the HMI. In Scotland, the HMI have a strong position and they had things to lose as well as to gain if National Testing replaced traditional methods of quality assurance. It may also be that in Scotland, there is a stronger HMI than exists in England and Wales which is educated and

tempered by a ministerial enthusiasm for simplistic comparison between schools. Following the completion of the pilot round of National Testing in 1991, the Government decided not to require the publication of test results for primary schools. This reporting issue was crucial. Decisions on forms of reporting are decisions about whether tests will be "high stakes" or "low stakes" and whose uses they will serve. In the hostile situation in which the Government found itself in Scotland in the months before the 1992 General Election, however, this decision on reporting of results could not be interpreted with any degree of finality.

In retrospect, it can be seen that the Conservative victory in the 1992 General Election has brought about a tectonic shift in central-local relations and a further centralisation of the education budget. As a result of this, the context of National Testing has been changing and will undoubtedly continue to change in the future (McPherson, 1993). It could be argued that lines of accountability will change and this, in turn, will be affected by changes in methods of inspection and of quality assurance. In this way, the information from tests could be used by parents as consumers and by schools as producers in new market situations. With weaker local authorities, or none at all, pluralism will diminish (Fairley and Paterson, 1995).

The crisis in local government finance which has been so prevalent in recent years has a particular significance in Scotland where local authorities have been the main legitimate institutional expression of a Scottish political world which has overwhelmingly rejected certain developments in educational policy since the last election. Consultation forced the Minister to water down proposals for local financial management: he might have achieved increased devolution through the alternative route of "opting out" but to date only one school has done so. Indeed it must be considered that it is possible that the initial high level of parental opposition to primary-school testing in Scotland was conditioned less by reactions to the intrinsic merits of the tests

themselves than by the perceived lack of legitimacy of the Government's overall educational policy in Scotland. Only one third of eligible pupils, that is those in P4 and P7, sat tests in 1991 (McPherson, 1993). Most pupils were withdrawn by their parents, and parents supported the teachers' boycott, where it occurred, as they had also supported the teachers' industrial action earlier in the 1980s. Ironically, the school boards that were created by the Minister in part to weaken Local Education Authority control, at that period in time, became a focus for opposition to government policies and for support for teacher action against National Tests.

#### 4.5 Substantive Issues in National Testing

##### 4.5.1 External Testing

Obligatory external assessment is a feature shared by both the systems in operation in Scotland and in England and Wales. In neither of these, however, is the role of the tests made explicit. The purpose of the tests is connected with the summative assessment of individual pupils, but the ambiguity in this term leaves the meaning uncertain.

Inflections in meaning have resulted in differences in interpretation in the systems of testing which exist in Scotland and in England and Wales. The Scottish system, after the pilot round of National Testing in 1991, has allowed for pupils to be tested at any point in the year rather than the fixed period, 1st March to 30th April, as was originally proposed (SOED, 1990d, par. 23). Moreover, it has been extended to secondary schools (SOED, 1993b; SOED, 1992d, par. 22). The greater flexibility now allowed in the use of the tests should increase the opportunity of teachers to incorporate the tests into normal work and, in turn, decrease the potential for using the tests in a limited form for "checking up" and increase the potential for using tests to assist teacher assessment as was originally envisaged:



Tests would be for the prime purpose of ensuring that parents have a clearer understanding of how their child is progressing in key subject areas and also to enable a child's teacher to identify whether that child needed extra help in literacy or numeracy. (Scottish Information Office, 1988, p2)

However, in neither of the systems was it proposed to have externally devised assessment materials to cover all curriculum subjects: the emphasis has been on English and Mathematics. The significance given to external testing in England and Wales, by virtue to the purposes of the tests (Tunstall, 1992) is quite specific: schools are required to publish aggregate assessment results. In this way, the evaluative role of assessment, as the basis for encouraging competition within the education system between institutions and comparing the performance of different classes and teachers, emerges as at least as important as a policy objective as the more learning-oriented functions that assessment might perform, which was the aim in Scotland.

#### 4.5.2 Reliability

Reliability is a complex topic. All tests are unreliable to some degree, including informal teacher assessments. There is no reason to think that the Scottish National Tests are unduly unreliable. Test unreliability matters less if it is only a group which is being tested or if there is a repeated measure of an individual (Gipps, 1990). Single measures on individual pupils do, however, matter, because some individual pupils will fail who should have passed, and others will pass who should have failed (Gipps, 1990). This idea of failure is totally alien to the philosophy of assessment espoused in the initiative CAS87 in Scotland as can be seen from the statement:

When assessing children in the years 5-14, teachers should always be prepared to expect the unexpected, and to help to [sic] children to believe that they can succeed in whatever they attempt.

(SED, 1990c, p10)

It was apparent from the outset that the initial advice given to teachers by the SED, (1990d, par. 27-30) on what to do with discrepancies between teacher assessments and National Test results had to be improved. Principally this was because it suggested only that unexpected failure is the result of pupil weakness undiagnosed by the teacher. Test reliability is not mentioned. The advice which was given was simply that the teacher should consult marks for individual units and attainment outcomes (*Ibid.*), which, in reality, highlighted the concept of unreliability even more. It must be noted that the Language test consists of four 20-25 minute units, two in Reading and two in Writing. Some attainment outcomes, for example Listening and Talking are not tested, but are assessed through continuous assessment. The reliabilities for the units and individual items will be lower than the overall test reliabilities.

The Primary Assessment Unit (PAU) of the SEB manages National Testing in Scotland. It has calculated test reliabilities, but it has not published them. Nor has it translated information on test and unit unreliability into estimates of the actual numbers of pupils who will undeservedly fail to attain a level, or undeservedly succeed. In this context, it should be noted that large numbers of pupils cluster around the main cut-offs (McPherson, 1993). Again, a solution to the problem, repeated measures of a pupil's attainment, comes from the teacher's repeated informal assessments. In the light of this situation, it would also be helpful to place confidence bands around individuals' test outcomes.

### 4.5.3 Test Levels

In England and Wales the Task Group on Assessment and Testing (TGAT) framework is that of cross-age progression through ten levels. The levels were defined in terms of the progress made by the median child over two years and were intended as a framework within which teachers would develop their understanding of pupil differences and pupil growth (DES, 1988b). No such framework is provided in Scotland. There are five levels in the Scottish tests.

### 4.5.4 Progress

The Government intended that National Testing should provide information on the progress of pupils. Progress is the difference between a time two attainment and a time one attainment (Gipps, 1990). A single test does not identify progress: it identifies status. To state that a pupil has attained level B in P4 or level D in P7 indicates nothing about that particular pupil's progress. It does indicate something about national standards, but in Scotland, this information is redundant because the Government has retained a capacity to monitor national standards through the Assessment of Achievement Programme<sup>1</sup>(AAP).

In the light of this situation there are some difficulties with the question as to whether or not the current National Tests identify progress. The first is that the Government has not stated criteria for evaluating the capacity of the tests to identify progress. A reasonable and fair expectation would be that the tests would allow all pupils to progress by the same number of levels: two levels, between P4 and P7 and P7 and S2 respectively, but the manner in which the levels has been set means that this cannot

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<sup>1</sup> The SED's Assessment of Achievement Programme was set up to monitor levels of achievement nationally in selected subject areas. English Language was initially assessed in 1984 and assessment was carried out in P4 and P7 of primary schools and S2 of secondary schools. Approximately 100 schools are sampled.

happen for all pupils. Firstly, there is the ceiling effect on the 10% of pupils at, or above, level D in P4. At most they can demonstrate that they have progressed only one level. Then, because the distribution of pupils across levels is set to change between P4 and P7, there are further unfairnesses in pupils' chances of progression over two levels. For example, some of the pupils at level C in P4 cannot progress to level E at P7. This is because level E is set only for the top 40% in P7 whereas there are 45% of pupils at or above level C in P4. There is a similar unfairness in moving from level A in P4 to level C in P7. Altogether, 20-25% of pupils will be debarred from progressing over two levels between P4 and P7 as a result of the levels at which the tests have been set. In the light of this it is up to teachers to use their professional judgement to convey valid information on pupil progress, using continuous assessment and, possibly, information from test marks. However, in order to make sensible use of the latter, information about test reliabilities is required as outlined above.

As a banded system, a system based on levels throws away information on individual progress, especially the progress of pupils who remain within bands where typically 30-40% of their stage are also to be found. This means that a pupil will have to show very substantial progress before it registers as a greater-than-expected change of level across time. Most teachers, most of the time, will be concerned to identify and reward a smaller scale of progress than this. Once again, the role of the teacher's professional judgement based on continuous assessment is of prime importance.

#### 4.5.5 Moderation

The process of bringing individual judgements into line with general standards is known as moderation and is an essential part of an assessment system (Satterly, 1981; Ebel, 1979). Methods of moderation have twin functions: to communicate

general standards to individual assessors and to control aberrations from general standards by appropriate adjustments.

It should be highlighted, however, that the term "moderation" is used with very different meanings in Scotland and in England and Wales. "Moderators" were recruited in Scotland to oversee the first unreported round of National Testing. They visited schools twice, once to observe when testing in P4 and P7 was in progress and once when marking was being carried out. Their report (SOED, 1991e) was along very similar lines to an HMI report and it was apparent that their function was not to "moderate" in the sense of identifying discrepancies in assessment or adjudicating in any matters relating to the results of individual pupils. The report was used to revise the procedures for subsequent years (SOED, 1993b; SOED, 1992d), thus this can be seen to be moderation of the process, not the products in terms of assessment results.

In England and Wales moderators, appointed by LEAs, had roles in relation to both process and product for the Key Stage 1 SATs in 1991 in that they helped to train teachers for using the test material, arranged agreement trials, visited schools during the testing: all matters relating to the process. In addition, they had responsibility for adjudicating in appeals, where SAT results of individual pupils were widely discrepant from the Attainment Target (AT) result. It can be deduced that this framework for moderation is an additional heavy demand on teachers' time and on LEAs' resources.

#### 4.5.6 Aggregation and Reporting

The results of national assessments and tests, in both Scotland and in England and Wales, require to be reported to a variety of audiences; the intended audience will determine the degree of detail and interpretation required.



Parents require information about their child's progress in relation to the attainment targets in a variety of areas and presented in such a way that the individual child's progress can be related to national performance. It is important that results communicated to parents and pupils should be positive - indicating what the pupil has achieved; and that they should be constructive - pointing to what requires to be done if the strengths and weaknesses identified by assessments are to be dealt with appropriately. Assessment has to be designed to help all pupils to proceed with their schooling to the limits of their ability; weaknesses have to be recognised, and appropriate help made available. Reports to a pupil and to a pupil's parents should therefore be in terms which give the necessary detail about the strengths and the weaknesses in order to guide future work (SOED, 1992a, pp10-11).

Aggregation becomes an issue only in relation to reporting information at various levels of detail for different audiences and purposes and so it should be considered in this context. In England and Wales DES Circular 8/90 (DES, 1990b) made it clear that the achievement of individual pupils must be reported for each profile component and subject in terms of the ten levels. In addition from 1992 onwards the provisions of DES Circular 9/92 (DES, 1992c) required that schools publish aggregated school statistics on the performance of pupils at the end of Key Stages 2,3, and 4 in terms of the levels achieved, thus inter-school comparisons are explicitly encouraged and further reinforced the Citizen's Charter which proposed "league tables".

In contrast, in Scotland, reporting is confidential among teacher, parent and pupil. Prominence is given to reporting to pupils to help them to become aware of, and contribute consciously to, their own learning (SOED, 1991b, p16) and the change in the legislation implemented in 1991 (Scottish Office Press Release, 1991) preserved the confidentiality in very small schools where the requirement to provide a summary of National Test results to school boards may have involved the disclosure of individual

pupils' results. There is no parallel legislation in England and Wales designed to preserve such confidentiality. Moreover, in Scotland, the publication of results for the purpose of creating "league tables" or other means of comparing schools is officially discouraged. The emphasis is upon reporting to school boards to whom schools are expected to provide, in addition to test results, regular summaries of overall class performance indicating the numbers of pupils working at each level in relation to each attainment outcome.

It is evident from the above that the situation which exists in Scotland is one in which account has been taken of the fact that all schools are different, yet there is no guidance at all in the "Guidelines on Assessment 5-14" (SOED, 1991b), "The Framework for National Testing in 1991" (SOED, 1990d) or "Arrangements for National Testing in Secondary Schools" (SOED, 1993b) on differences between schools or between classes. The "Guidelines on Assessment 5-14" (SOED, 1991b) describe the five test levels in terms of some undefined, but presumably, median or nationally average school. There will be many schools for which such statements cannot be true. The failure of guidance on levels to take account of the differences between schools has caused confusion since the introduction of National Testing. Teachers have been confused by the discrepancy between the (true) level of the pupils in their school and the nationally prescribed level.

The situation in Scotland also appears to take into account the fact that a school's "performance" can only be fairly judged by taking account of many aspects of its work and of many factors outside its control that affect its work. Performance in the national assessment and testing will only be one element in this broad picture, so any report of assessment results requires to be part of a broader report covering many activities and achievements of the school, including information about its curriculum. In addition, a variety of socio-economic factors so affect pupils' capacity to respond to school work that they can

lead to very wide differences between the performances of different schools (Garner, 1989; Goldstein, 1988). It is difficult to determine how such factors can be taken into account in reports of the performance of individual schools.

A number of issues arise. Firstly, should the new data be scaled to account for such factors before being presented? Adjusted figures, by scaling up the scores of pupils with low attainments in areas of socio-economic deprivation, could conceal large numbers of pupils who are under-achievers and could also conceal the need for additional resources to be made available to these schools. On the other hand, a misleading view of a school's performance could easily result from the use of unadjusted data as a basis for judgement. For example, average attainments for pupils drawn from a favoured area might appear satisfactory but would, in fact, indicate that the school was under-performing in relation to the capacities of its pupils. The conclusion which should be reached in such circumstances is that publication of school results to a wider audience than parents and providers of education is liable to lead to a situation in which the results could be used to compare the performance of schools. In turn, this could be liable to lead to complacency if the results were adjusted and to misinterpretation if they were not.

Governing bodies in England and Wales under local management of schools (LMS) view test performance as a central element in the marketing of schools to parents - the "customers". To date, Scottish school boards, with statutory parent majorities seem to have been more concerned with their role in the management of the individual school than with marketing it to other parents as a business in the competitive market place. In the future, however, devolved management of resources (DMR) may change the situation in which nine out of ten Scottish school children still attend their local school (Adler *et al.*, 1987) with parental choice making little impact on most schools. Indeed, the monitoring of the pilot scheme for school boards (Munn and Brown, 1988)

suggested a stance strongly supportive of their schools and Headteachers.

This can be taken as an indication of the fact that school boards are prepared to collaborate with Headteachers in deciding how to deal with reports on school performance rather than adopt a market model uncritically. Moreover, it can be argued that devolved management "is likely to weaken LEAs that do not agree with government policies, and to strengthen those that do" but is "unlikely to enhance school and teacher autonomy" (McPherson, 1989, p99).

If this is the case, those who favour the Government's market forces model of accountability for schools will be in the ascendancy. If this is not the case, Scottish schools may become subject to the stringent controlling legislation which has been put in place in England and Wales. Historically, as noted in Chapter Three (MacBeth, 1983), the Scottish preference for consensus among parents, schools and local authorities is not one which is shared by the present Government and the idea of giving power to consumers through schools boards may disappear if the consumers do not behave in a way which is in accordance with the Government's wishes.

#### 4.6 Possible Major Influences on Practice

The Scottish assessment reforms have two facets: guidance to teachers and schools on policies for practice in their own assessments, and National Testing. It is interesting to note, however, that most of the comment on assessment developments is concerned with National Testing (SED, 1987b, pp7-11). This could be interpreted as a desire to stress the need for uniformity at the expense of diversity and, in turn, creativity, and to focus attention on what is to be tested to the detriment of broader aspects of the curriculum.



If there is a desire for uniformity within the curriculum, it should be taken into consideration that it is not practicable to expect teachers to follow excessive detail. The behavioural objectives movement of the 1960s and 70s found to its cost that its concentration on detailed goals was unattractive to teachers, and when implemented, led to a situation in which there was a dearth of creativity in Scottish classrooms. Prescription can be an obstacle to effectiveness and can lead to disarray. Moreover, detailed prescription, often justified as necessary to achieve uniformity of the curriculum, denies the individual teacher the opportunity to take the initiative or to be responsive to the particular conditions inherent in his/her teaching. It shifts the concept of the teacher from that of a professional to that of a non-professional. Research (Reynolds *et al.*, 1989; Hopkins, 1987) has indicated that prescription denies the individual sense of ownership which is essential if creative, imaginative and stimulating teaching is to take place. On the other hand, it must be accepted that more curriculum ownership given to individual teachers can lead to less uniformity in the curriculum, a situation which the Government does not want.

Closely connected with this, is the idea that a centrally determined curriculum, as in the current reforms, is invariably led by assessment (Brown, 1988a). Historically and politically, it is the obvious and perhaps the only way in which practitioners could be effectively "persuaded" to implement the centre's plans. Officers of the SCCC reported (Henderson, 1991) that the initiative CAS87 was "curriculum driven", unlike Standard Grade which was "assessment driven". In retrospect this may have been a reasonable description of how the groups at the centre saw their own tasks at that particular point in time, but it would be unusual if the actual implementation in schools was characterised in this way. Research has indicated that school-based curriculum development, in contrast, frequently displays assessment which is led by the curriculum. Examples of this can be seen in the Social and Vocational Skills (SVS) for Standard Grade (Weir and Currie, 1985) and the curriculum of primary



schools in Scotland following the demise of the qualifying examination (11+) and the advent of the Primary Memorandum (SED, 1965).

The reality of the implementation process should be viewed from the position of an "assessment driven" curriculum which can be justified from common-sense: tests are bound to improve education because teachers direct their efforts towards them and they can be designed to reflect whatever society values. The counter-argument that the technical problems of testing and naive political and public beliefs lead, in practice, to tests, and indeed curricula, which are limited to basic skills and information, cannot be dismissed. The extent to which Scottish teachers will concentrate on those parts of Language and Mathematics which are tested, to the detriment of the remainder of the CAS87 curriculum, will depend on how they are called to account. If parents and school boards are primarily concerned with test results, the curriculum will narrow. However, if teachers have publicly to justify their coverage of other aspects, then a broader curriculum will be encouraged. Local and central government guidelines can help to sustain the historically rich and varied curriculum which is an inherent part of Scottish education, but only if it is accompanied by an appropriate system of accountability. Wider curriculum coverage, however, has to be at the expense of something. Historically it can be seen that when the HMI offered advice to Scottish primary schools in the early 1980s (SED, 1984; SED, 1980) to expand their dominant concerns with basic Language and Mathematics to embrace more Environmental Studies and Expressive Arts, local authorities and the profession responded, but one effect was a drop in performance (registered by the AAP) on some aspects of basic numerical computation.

A major concern about the impact which the implementation of the current reforms will have on classroom practice is centred in the area of methodology. It can be argued that external testing encourages the use of instruction methods that resemble tests.

Where performance on tests is less than hoped for the teacher may increase test practice rather than looking for ways to improve learning or to enrich pupils' activities. In such a situation teachers would be under pressure to narrow their teaching down in order to improve their pupils' test scores. However much some may wish to argue that this will not be the case, it is difficult to discern any way in which this can be prevented if test results are published.

The force of this argument is more than apparent in virtually everything that has been written about the impact that 11+ examinations had on primary schools (Gorwood, 1986; Burgess, 1973; Douglas *et al.*, 1968; Vernon, 1957). Such authors refer extensively to the narrowing influence of these selection tests on the curriculum. More recently, since the move away from selection at 11, this theme occurs in relation to the influence of public examinations at 16+ on teaching in secondary schools. Widespread references to this effect appear in HMI reports and these instances have been substantiated by the work of people such as Lawton (1983) and Hargreaves (1982). In the light of such evidence it is indicated that National Testing will, by definition, focus on certain features of a broad, balanced and relevant curriculum and will carry with it the potential to distort breadth, balance and relevance to a considerable degree.

However, Scottish teachers, unlike their counterparts in England and Wales, are actively encouraged by the HMI to use the National Testing materials and approaches in their day-to-day teaching:

Once test units have been administered by schools, they will be made available as part of an open bank of assessment materials, which can be used by teachers as a source of ideas on learning, teaching and assessment in language and mathematics 5-14.  
(SED, 1990b, par. 12)

HMI's are suggesting that testing has a part to play in the development of teaching as well as its accountability function. In the past, developments in assessment such as the Edinburgh Reading Test, which introduced a diagnostic element and a wider view of reading, have made positive contributions to teaching (Neville, 1988), but the range of achievements which reflects the educational goals of schools is much wider than those which are currently being tested.

Teachers are aware that the most important determinants of raw test scores are pupils' attainments on entry to school and their socio-economic status (Goldstein, 1988; Willms, 1986). In the light of this, high test scores indicate more about the characteristics of the catchment areas of the schools than the effectiveness of the teaching. To draw inferences about the effectiveness, the measures used should take account of growth in learning adjusted for entry characteristics, and this is not a simple matter (McPherson, 1993; Preece, 1989).

As outlined earlier the purpose to which test results can be put in England and Wales has been clearly delineated: the evaluation of teachers and the possibility of redundancy (Gipps, 1989, p104). Teachers in Scotland share the same fears, but here the HMI would argue, no doubt, that things are different. They would claim, for example, that particular emphasis has been placed on formative assessment for diagnostic purposes as well as the more summative goals. Although, in theory, it is the formative assessment which should have precedence, in practice, summative assessment almost always wins and this is underlined by the introduction of National Tests. Such an emphasis favours assessment interpreted as levels of attainment rather than descriptions. Levels, however, carry risks: interpreted as a progression they can introduce profound questions about how to group pupils, and if age-related they can lead back to damaging normative procedures and judgements about "statistically" normal children. In addition, the most crucial argument put forward by the HMI in Scotland is that due to the fact that the

results of the tests remain confidential and there is no publication of "league tables" as in England and Wales decisions about a teacher's professional future could not be taken in a context where practice is influenced by what is at stake in a test.

#### 4.7 Conclusion

The key role that assessment has always played in regulating the content and outcomes of education can be seen, especially in the last decade, as being actively strengthened by central government. The current prominence of assessment policy initiatives may be attributed to the prevailing political conviction that standards can be raised by the pervasive influence of comparison and competition, that provision for systematic appraisal and accountability will lead to increased efficiency and, in turn, productivity in education.

In the light of the above an assessment programme for the 1990s might emphasise procedures that are individualised and constructive, comprehensive and relevant: those which will produce an adequate basis for certification in a world of comprehensive and extended secondary education, rapidly developing technology and changing work patterns.

Whilst the system for national assessment and testing which has been introduced in Scotland claims to draw on many aspects of good practice which were already established (SOED, 1987b, p11) it is radically new in the articulation and comprehensive deployment of methods based on such experience. Promisingly, in Scotland in particular, in contrast with the situation which exists in England and Wales, recognition has been given to the importance of informal assessment as part of day-to-day teaching, the needs of schools and teachers for support, diagnostic assessment and the prime justification for assessment of pupils as the improvement of learning. Furthermore, the strategy which has been utilised "aim(s) to ensure that the best

assessment practices are applied in every school" (SED, 1987b, p11).

The difficulty of defining levels of achievement unambiguously in both teacher assessment and external assessment, the problem of assessing reliability in a variety of contexts and a number of other technical issues concerning reliability and validity are evident. It can be argued that the intensity of this debate in England and Wales is a result of the relatively much higher stakes associated with the national assessment programme in England and Wales. Technical anxieties become much less significant when the stakes are low. In Scotland where the assessment information generated is used to form the basis of analytic reports to school boards and to government, but is not, at present, used for comparison between schools or for the selection of individual pupils, the technical issues of reliability and comparability again seem less important than the overall utility of the assessment in supporting the learning process. Against this the English and Welsh proposals contrast starkly.

Moreover, in Scotland, the relatively low emphasis on external uses of National Test results appears to have made manageability and validity the primary concerns, in such a way that teachers can themselves control how, when and what should be used. In England and Wales with the aim of producing data for public consumption, there is a corresponding emphasis on comparability. There is always a "trade-off" among validity, comparability and manageability, so that validity loses at the expense of comparability and manageability in England and Wales. This will become even more apparent as a result of the Prime Minister's intention to move further away from the TGAT model of testing towards short, sharp written tests. In Scotland, validity quite rightly wins at the expense of comparability.

It should be highlighted that each of the problems connected with the Scottish tests outlined above, is resolved, in whole or in part, by recourse to the teacher's judgement, and the sovereignty



of the teacher's judgement is recognised by the provision that the teacher will decide when, and at what level, to present the pupil. In view of this, the introduction of National Testing may be considered to reveal very little new information about pupils. If the pupil passes, this might mean only that the teacher had presented the pupil at too low a level. If the pupil fails, this might be a product of test unreliability. It may, however, indicate that the teacher had thought that the child would be ready in perhaps two months time, but it was worth attempting it at that particular point in time. The Government's main justification for testing is that the tests will ensure that teachers' judgements about standards are anchored in a national standard. It could be argued that it is not truly necessary to test pupils at all. In theory it could be sufficient to ask teachers to assess scripts and evidence and if this is not adequate, then some sort of sampling would suffice.

McCormick (1988) has suggested that the Government's use of existing mechanisms and the absence of legislation for a national curriculum seem "symptomatic of a greater trust [than in England and Wales] of the education establishment in Scotland." (McCormick, 1988, p97). Despite this it is apparent that the Scottish National Testing framework, as distinct from the assessment framework, has not been set up to identify pupil growth with the level of precision that the development of theory demands, still less to identify teacher effectiveness or school effectiveness. It has ignored the theoretical premise that educational standards are not raised by mandating assessment practices or introducing testing, but by refining the quality of teaching. It has consciously eschewed the theoretical endeavour in the interests of manageability. In its present form it cannot promote the development of an "empirically grounded theory in practice", but this is a consequence of public suspicion of the Government's educational policies in Scotland, and not an indication of the intrinsic impossibility of the task (McPherson, 1990).

The foregoing four chapters have addressed the theoretical basis and substantive concerns of an educational innovation. This thesis now moves from these concerns to how this theory is implemented in practice. The second part of this thesis therefore concentrates on the efficacy of the implementation of these curriculum and assessment reforms. This is achieved through the use of an ethnographic case study approach which collates and examines the teaching and assessment of English Language in a rural secondary school and one of its associated primary schools.

CHAPTER FIVE

METHODOLOGY

## 5.1 Introduction

This chapter describes how the research was conducted, during the period 1990-1994. It is divided into four sections: the first outlines the purpose of the study; the second delineates the research design; the third discusses the rationale for the case study schools and the fourth provides an insight into the analysis and presentation of the data collected.

## 5.2 Purpose of Study

It is clear from previous chapters that the concept of change, the processes by which policies are formulated and innovations are implemented have played a significant role in Scottish education. However, in recent years when the number of changes has increased and the pace of change has quickened, the concept of change has assumed an even greater significance. Emerging from these chapters the researcher can be seen to be addressing two central issues.

The first substantive issue is concerned with the ways in which educational policy is formulated. In order to gain an understanding of the contemporary situation it was necessary to examine not only the current political context and its influence on educational policy-making, but the historical perspective and the influence which this has had in the shaping of policy frameworks and the subsequent implementation processes in Scotland. These were outlined in Chapters One, Two and Three. Emerging from Chapter Two it was clear that an integral part of this study is an examination of theories of educational change and administration. It is apparent from Chapter Three that the concept of curriculum development is inherent in any educational policy-making processes and their subsequent implementation. Chapter Four deals with the topic of assessment and National Testing within the framework of the initiative CAS87. Given the arguments developed in Chapters One, Two and Three it is

apparent that it is CAS87 rather than the guidelines which form the basis of policy.

The second substantive issue is concerned with understanding how a particular innovation in policy is implemented: how teachers in the classroom implement government devised guidelines. These guidelines being the method by which the initiative CAS87 has been implemented by teachers in the classroom. The essential facets of the implementation process which have been delineated in Chapters One to Three help to determine the major influences upon the implementation process and provide the analytical tools with which to examine to what extent the methods adopted can be considered as the best in terms of providing efficacious implementation. In an attempt to analyse how teachers implement an innovation in policy, the curriculum area chosen is the teaching and assessment of English Language in the context of the policy innovation CAS87.

It has been highlighted in the initial chapters that there are three additional features of the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" which make it particularly worthy of detailed examination. Firstly, the proposals outlined in the initiative arguably constitute the most far-reaching set of changes for primary and secondary schooling in Scotland ever proposed in one document. Secondly, this is the first time that Local Education Authorities have been required to implement a Government-led initiative in a specific manner. This is therefore a study of the application of a centre-periphery model of dissemination, In-service training and administration at all respective levels. Thirdly, it is the first attempt which has been made to formalise assessment procedures and Language teaching in primary schools and in S1 and S2 of secondary schools.

It has become apparent to the researcher from the previous chapters that Griffiths' comment that:



What is conspicuously absent from most of these papers [on educational administration and educational change] is any evidence of theoretically guided research actually being done; substantive problems being defined and empirically studied; uniformities being discovered, related to one another, and accounted for; or any other form of theorising actually going on in and through research.

(Griffiths, 1985a, p13)

is of particular relevance. Through an examination of the two substantive issues outlined above the researcher will be attempting to describe and analyse a single phenomenon in terms of theories of policy-making, educational administration, personal relations and structures. Moreover, the researcher will be examining the ways in which each of these facets contributes to an understanding of the totality, as well as offering an insight into how the process of change takes place.

### 5.3 Research Design

The importance for this research of process, key informants (Wolcott, 1990, p63) and their meanings, indicated the need for a research design which would capture subtle differences in interpretations, while fitting together explanations of how things had been done. Since the major part of this research was concerned with a process which had not been documented, much of the information required to be gathered from explanations by key informants, in the form of interviews. These key informants (Appendix 5:1) were delineated at an early stage due to the fact that in some circumstances problems with confidentiality and status conflicts within specific communities required to be recognised and resolved while time remained for pursuing an alternative or modified approach. Moreover, key informant's accounts could serve not only as a critical data source, but also provide the structure for organising the research (Hammersley and Atkinson, 1983) (Appendix 5:2).

Two themes ran through the interviews: descriptions of actions taken and perceptions of the policy process. Neither theme is particularly "quantifiable": the final account is therefore one of process, drawing on perspectives of reality from the different key informants and documentary sources, and conveyed in a prose format as opposed to a numerical format. The very essence of this research problem is in the domain of what has come to be termed the "interpretive" paradigm of social sciences rather than the "positive" approach (Hammersley and Atkinson, 1983).

As the term "interpretive" paradigm suggests it is concerned with understanding how other people view the world. This perspective "essentially sees human actions as constructed by the actors, rather than the product of external forces which would mould the individual" (Shipman, 1985, p7). If, in human affairs, "all facts are socially constructed, humanly determined and interpreted" (*Ibid.*) it follows that all understanding is "from within a particular frame of reference, tradition or culture" (*Ibid.*). In order to explore key informants' understanding and consequent actions, it is necessary to interact with the subject(s) of the research (Wolcott, 1990). In the light of this, the role the researcher him/herself plays is brought into the picture as the medium through which interpretations are made.

It is clear that this perspective differs from the "positivist" approach to social-scientific research, which tends to start out with one or more hypotheses which are tested "in order to uncover social facts and law-like generalisations about the social world" (Hammersley and Atkinson, 1983, p60) those facts arranged in a "chain of causality" (*Ibid.*). The researcher remains a detached outsider and it is assumed to be possible to study the "objects" of research in a value-free way (*Ibid.*).

From the literature on the subject there is an observable tendency for those arguing the relative merits of qualitative and quantitative methods to posit them as polar opposites. By

keeping central the research problem, however, which with its own theoretical underpinnings is itself likely to indicate the type of research strategy it requires, it is possible to minimise the false polarity of the quantitative-qualitative divide. As Jacob (1988, p17) points out, "the problem defines the methods used, not vice versa"; rigid adherence to either paradigm does not further the conduct of research itself.

The major advantage of interpreting qualitative research with a policy focus is that it becomes easier to explore the relationship between policy statement and actual practice, rather than "official reality". The changes the innovation undergoes from its initial "on paper" form to its practical character during implementation, can be uncovered and probed, together with unpredicted policy and implementation outcomes (Jacob, 1987). Moreover, as Fullan (1991, p56) so clearly stated, "reactions to change are an essential factor bearing on innovation implementation". Such a situation is apparent from the data collected and collated from the interviews conducted in this case study (Appendix 5:2) Understanding more about reactions to change and the differences between policy and practice clearly has broad implications for policy-making.

As this approach to the research problem was interpretative, a qualitative research strategy was suitable (Wolcott, 1990). To treat the innovation CAS87 as a set of objectives or variables to be measured would have been inappropriate for a study which intended to document "process" rather than product. In common with all qualitative research, there was a clearly defined interest in the meanings and interpretations of various people working in a natural setting, and, rather than outwith preconceived hypotheses, a preference for generating hypotheses from "grounded" data (Guba and Lincoln, 1981). The exploratory nature of the study can best be viewed as an illuminative evaluation more concerned with "description and interpretation rather than measurement and prediction." (Guba and Lincoln, 1981, p72). In such circumstances, a case study method would

allow intensive research into one or more smaller units, gathering qualitative insights which could be interpreted at the micro level and give insights into the macro level of policy implementation.

A case study is concerned with evaluative criteria such as completeness (in terms of both depth and breadth), conciseness and accuracy. The obvious strengths of qualitative methods lie in the production of new concepts, ideas and hypotheses and in the immediate and holistic character of the information. However, such methods have their own special problems such as selectivity and representativeness. It is apparent that qualitative methods often require and benefit from the incorporation of quantitative elements.

As outlined above, a case study research in education seeks to understand specific issues and problems of practice. Moreover, one of the main intentions of this case study is to build up as detailed a picture as possible of the stances which individuals and groups of individuals hold in relation to the substantive issues central to this thesis and the kinds of evidence they use to support these stances. The data analysis will therefore focus not only on the range of stances held, but also on the reasons and the extent to which they are held. In addition, because interim analysis of the data was an ongoing reflective process which had been undertaken from the outset of the study, coupled with the socio-cultural aspect, this type of study can be set apart from other qualitative research and it may therefore be termed an ethnographic case study (Goetz and Le Compte, 1984).

The researcher was concentrating on the stances which individuals or groups of individuals held with regard to policy formulation and classroom implementation. An ongoing reflective process became a vital part of synthesising the interview data. At each interview the researcher was acutely aware of the need to be sensitive and open to change in the light of comments made (Appendix 5:2). This flexibility implied that the strategy and even direction of the research could be changed



relatively easily. As a result, ideas could be re-assessed and re-formulated. This is a crucial aspect of any attempt to undertake an ethnographic case study. It allows for continuous contemplation and re-formulation so that the questions raised are constructed from the interaction between the researcher and the research.

Goetz and Le Compte, in tracing the history of educational ethnography from its roots in the first decades of this century to the present day, note that "culture remains a unifying construct of this tradition" (1984, p22). That is whatever the unit of study - students, schools, learning, curriculum, informal education - an ethnographic case study is characterised by its socio-cultural interpretation. However, other aspects of an ethnographic case study must be taken into consideration. By employing such a methodology the researcher is not simply seeking to focus on determining what constitutes a valid cultural description or on developing a theory that permits evaluation of alternative descriptions, but on formulating methods which may be most effective in deriving general statements from recorded observations.

An important aspect of the research in this thesis is that the researcher herself is a teacher in the secondary school involved in the study. As Wolcott points out, "Anyone who engages in ethnography also assumes responsibility to participate in the continuing dialogue to define and redefine it both as process and product." (1990, p60). Since ethnographers interact personally and socially with informants, they find themselves carrying on a unique type of cultural history, in which the observer becomes a part of, and an active participant in, the observed universe. The extent of this involvement and its importance for ethnographic recording depends on many situational considerations, including the personalities of the researcher and his/her informants. Methods of assessing such contextual information are not yet well developed, but careful and sensitive reporting of the kinds of transactions involved in ethnographic inquiry and of the total



spectrum of social involvements affecting these transactions have led, in recent years, to a growing recognition of the role of ethnography in qualitative approaches in the field of research methodologies. As Hammersley and Atkinson (1983, p4) have noted, "the underlying rationale for capturing and reporting detail in an ethnographic presentation is not to recount events, as such, but to render a theory of cultural behaviour."

The adoption of ethnography can, indeed, be a salutary experience for the researcher. It can help in explaining his/her purposes and approach to others. It can help to orient research in the field. Most importantly, it can guide the transformation of data collected in field experience into the information of ethnographic presentation, providing the researcher with an "intellectual filter" that highlights what people attend to in awareness of each other, rather than what they do that is idiosyncratic (Lutz, 1982).<sup>1</sup>

It is interesting to note that Lutz (1982) made an attempt to distinguish between ethnography and case studies. He postulated that case studies were "thin" descriptions, while ethnography was a "thick" description, a distinction which it is practically impossible to make. However the phrase "thick" description has remained to become the critical attribute of ethnography in many minds (Wolcott, 1990). This confusion between degree/level of detail has fostered the mistaken idea that ethnography is achieved by staying on site longer, taking more complete notes or conducting some extra interviews (Lutz, 1982). In danger of being lost is the fact that ethnography is different in kind from related approaches like phenomenology and ethnomethodology and that "more depth" or "thickness" is not what is at stake. What is at stake, however, is flexibility or reflexivity within the framework of social research:

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<sup>1</sup> For in-depth discussions of ethnography vis-a-vis other qualitative approaches in applications for educational research, see Jacob 1987, 1988; Jaeger 1988; Wolcott 1982.

It is important to acknowledge the reflexive character of social research ... that we [researchers] are part of the world we study ... There is no way in which we can escape the social world in order to study it ... we have no external, absolutely conclusive standard by which to judge it ... We must work with the knowledge we have, while recognising it may be erroneous and subjecting it to systematic inquiry where doubt seems justified. Similarly, instead, instead of treating reactivity merely as a source of bias, we can exploit it. How people respond to the presence of the researcher may be as informative as how they react to other situations.

(Hammersley and Atkinson, 1983, p23)

By including the researcher's role within the research focus and reconstructing an understanding of the research in line with the implications of its reflexivity, ethnography can be viewed as a complimentary paradigm within the field of quantitative research and not a completing one.

#### 5.4 The Study

As can be seen from the initial chapters of this thesis, the ground covered in the presentation of this ethnographic case study is largely uncharted. Due to this fact, extensive use has been made of primary sources such as minutes of committees at National, school and departmental levels, and semi-structured interviews with people directly involved in the policy-making and implementation processes. In addition, extensive use was made of participant observation.

##### 5.4.1. Documentary Evidence

The documents connected with initiative CAS87 provided the basis for this research. This evidence is produced under the aegis of the SOED Based on the premise of "existing good

practice" (SED, 1987b, p1, par. 3), these documents represent what the SOED would like to see happening in schools. However, due to the fact that the representation of reality made by the SOED may not necessarily be "true" it was necessary to investigate the construction of these documents and to consider other sources of documentary evidence.

Evidence on the construction of the document "Guidelines on English Language 5-14" (SOED, 1991a), with which this thesis is primarily concerned, was gathered from the minutes of the Review and Development Group (RDG1). These minutes gave a major insight into the mechanisms which were utilised to draw up the guidelines and the factors which had the greatest influence on the members of RDG1 as they deliberated<sup>2</sup>. Moreover, the researcher gained access to the main documents and papers which the members of RDG1 were asked to consider. The paper "Curriculum and Assessment 5-14, Language: an HMI Framework for Development" (SOED, 1989e) presented by the HMI is not in the public domain, this cannot be referred to or cited in this thesis. (Appendix 5:3)

In addition to studying the documents themselves and gathering as many direct SOED responses to them from as many sources as possible, the researcher also studied the Parliamentary Acts and Statutes associated with the introduction of CAS87 and the annual Reports "Education in Scotland", published by SOED to present its view on the major occurrences in the education system over the preceding year. These are published as Command Papers in Hansard.

#### 5.4.2 Interviewing

The two facets of the nature of the study which determined the selection of interviews as one the main field tools was that if:

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<sup>2</sup> Although access to minutes of RDG1 was obtained, the researcher was not allowed to quote directly from them (Appendix 5:3)

... the search for meaning is a search for multiple realities, truths and perceptions ... The focus on multiple perspectives and multiple realities precludes heavy reliance on survey interviewing as a means of grounding an enquiry.

(Guba and Lincoln, 1982, p157)

In addition, a pre-formulated questionnaire, developed on the basis of the policy would be inappropriate because it could well make assumptions that implementation had occurred as the policy intended (Jaeger, 1988), rendering it less able to expose discrepancies or the interesting "whys" which account for them which is a vital facet of this research.

These key informants who were to make a major contribution to this research were classroom teachers, Principal Teachers and teachers with responsibility for the implementation of the initiative CAS87 in the respective schools. In addition, interviews were conducted with representatives from the HM Inspectorate, the PAU, the Chief Advisor (5-14 Development) for Strathclyde Region, the Senior Educational Development Officer for Lanark Division and the Educational Development Officers in charge of secondary and primary In-service training in Lanark Division (Appendix 5:1). Analysis of the views held on the substantive issues form a major part of this ethnographic case study (Appendix 5:4) and as Wolcott (1990, p63) has pointed out, "an informant's account may serve not only as a critical data source, but also provide the structure for organising the research".

The choice of the key informants was one to which the researcher paid particular attention. All of the key informants were considered to have had an influence upon the process of policy formulation and implementation. The interviews with key informants in this ethnographic case study were carried out between March 1990 and December 1993. They were conducted on an annual basis with those key informants at National,

Regional and Divisional levels. Those key informants who were concerned with the implementation of CAS87 at a school level were interviewed on a bi-annual basis. Those at Principal Teacher and classroom teacher level were interviewed more frequently sometimes on an ad hoc basis as the researcher perceived the need arising.

In order to gain an insight into the substantive issue of the ways in which educational policy is formulated it was apparent that the National perspective, in the form of the HMI, would require to be examined. The researcher was acutely aware that interviews conducted with members of the HMI could produce a rich and varied background to events whose official documentation provides a restricted or limited insight into the forces at work behind them. In the light of this the Chief HMI with responsibility for the implementation of CAS87 was chosen. However, there were additional aspects of the implementation process at a National level which required to be examined. These aspects were the original consultation paper "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b), the HMI submission to the Kingman Committee, the area Knowledge About Language in the "Guidelines on English Language 5-14" (SOED, 1991b), the assessment of English Language in the primary school and the influence which research had had on the assessment of English Language in the primary school. As a result of this, other HMIs were selected because of their fields of specialist knowledge in these respective areas. In most instances these interviews were arrived at through personal contacts established in a variety of ways.

As the research progressed, it became apparent that other aspects required to be examined at a National level. In the light of this the researcher interviewed the National Development Officer for 5-14 in order to ascertain the impact which research had had on the area of assessment within the 5-14 programme; the Director of SCCC in order to discuss the minutes of RDG1; the Director of SCRE to ascertain an overall picture at various points



in time, of the SOED evaluation programme (August 1991-March 1995) and the Development Officer for the PAU to discuss the differences which exist between the Scottish and English and Welsh systems of National Testing.

The second substantive issue with which this thesis is concerned is how a particular innovation in policy is implemented . The underlying rationale for the choice of key informants with regard to this issue can be traced to the process of implementation itself and the Regional, Divisional and schools levels. Due to the fact that this was the first time that LEA had been required to implement a Government-led initiative using a centre-periphery model of dissemination, the people with responsibility for this implementation process at the respective levels were selected for interview. Those with responsibility for the implementation of the initiative CAS87 at the school level, can be considered to have made a substantial contribution to this research. At the level of the school, however, in order to gain a wider perspective of the efficacy of the methods utilised to implement the initiative additional PTs were interviewed.

It is apparent that, in general, the researcher was interviewing a number of individuals who had very different roles within the implementation process. It was therefore necessary for the researcher to respect the wishes of each interviewee with regard to the use which would be made of the material each provided. The conditions made by each interviewee fall into two main groups. The first group, arising notably from those key informants concerned with the issue of policy formulation and implementation at a National level, stated that although much of the interview material could be quoted, some of the comments were for the researcher's personal use only. It was considered confidential and could only be used as background information. The other group agreed to allow the researcher to use the interview material without qualification on their part. They could be quoted and attributed as a source (Appendix 5:5). It should be highlighted that there were a considerable number of

changes in personnel during the period in which the interviews were being carried out. In each case the researcher renegotiated the conditions of use of the interviews. The researcher was not permitted to tape the interviews with those in the first group but all of the interviewees allowed the researcher to take notes and retain these notes for reference purposes.

The interviews with teachers and other key informants were semi-structured. The material gained from these interviews fleshed out in a variety of directions the picture of change with regard to the two substantive issues outlined above. In each case the researcher was aiming to utilise to its full potential the uniqueness of the interviewee's position. The researcher was aware that in some instances, particularly those concerned with the implementation process at the school level, there could be a different interpretation of events by the interviewer and interviewee. Such a situation required the researcher to adopt a particular attitude. As Jaeger noted:

... in an elite interview an exception, a deviation, an unusual interpretation may suggest a revision, a re-interpretation, an extension, a new approach.  
(Jaeger, 1988, p6)

This can be considered to verge upon the process of triangulation where different interpretations of the one phenomena can be accommodated by having recourse to a wider theory or one which has been modified in the light of evidence gathered during the interview.

Moreover, in some cases these interviews caused the researcher to develop alternative explanations for phenomena which were not the obvious ones, nor had occurred to her on her reading of the documents. This can be viewed as one of the most valuable aspects of the ethnographic approach which was adopted: its capacity to challenge the preconceptions which researchers can bring to their research. It is difficult for a researcher who has

adopted an ethnographic approach to maintain such preconceptions in the face of first-hand contact with the people concerned. Moreover, while the initial response to such contact may be their replacement by other misconceptions, over time, the researcher has the opportunity to checkout his/her understanding of the phenomena under study.

This particular form of interviewing was chosen because the researcher was concerned with individuals' own accounts of their attitudes and motivations. The semi-structured interview offers an insight into individuals' perceptions, attitudes, beliefs, views and feelings; the meanings and interpretations given to events and things; displays how they are put together more or less coherently and consciously into frameworks which make sense in their positions; and illuminates the motivations, the discontinuities, or even contradictions between attitudes and position, or how conflicting attitudes and motivations are resolved and particular choices made relevant to the position held.

It should be highlighted, however, that although all of the interviews conducted were semi-structured in format, there was a discernible difference in the degree of formality attached to the interviews. This difference can be attributed to the position held by the interviewee. It became apparent that the interviews conducted with key informants within the HM Inspectorate were more formal than those conducted with key informants within the case study schools (Appendix 5:2).

The researcher has taken into consideration the fact that interviewing, especially the semi-structured format, fares well when compared to other data collection in terms of the validity of the information obtained (Guba and Lincoln, 1981). There is ample opportunity to probe for clarification and ask questions appropriate to the interviewee's knowledge, involvement and status. The main weakness of this type of research methodology which must be taken into consideration is that small numbers of

informants cannot be taken as representative. This inevitably raises the issue of generalisability and care should be taken in recognising the nature of the conclusions made. Such conclusions should be seen as working hypotheses grounded in experience and not as empirical truths.

The researcher chose to incorporate interviewing as an element in the research process as a result of having studied the work of Andrew McPherson and Charles Raab who made use of oral history in their study of Scottish educational policy (McPherson and Raab, 1988); seeing the richness of the evidence which it was possible to gather through this technique. The researcher was aware that taken in isolation interview material might be used to distort a representation of a particular course of events through the bias of the interviewee. However, through studying the work of the aforementioned authors, the researcher was also aware that oral history has a significant part to play in creating a varied background to events of public concern whose official documentation sheds restricted light on the forces at work behind them.

#### 5.4.3 Participant Observation

Due to the fact that the researcher is a teacher in the secondary school involved in the case study the other main method by which data was collected was by careful observation. Collecting data from observing phenomena of interest is commonly referred to as participant observation (Merriam, 1988). It can be distinguished from interviewing in two ways: first, interviewing occurs in a place designated for that purpose versus the natural field setting of participant observation; second, interview data represents a second-hand account of the world versus the first-hand experience of observing (Merriam, 1988).

The purpose of such observation in this ethnographic case study was to probe deeply and to analyse intensively the multifaceted

phenomena which constitute the process of implementation. Moreover, because case study observations take place over an extended period of time, the researcher can develop a more intimate and informal relationship with those he/she is observing, generally in more natural environments than those in which experiments or surveys are conducted. Case study observations are, therefore, less reactive than other types of data-gathering methods.

In the real world of collecting data, however, informal interviews and conversations are often interwoven with observation. Participant observation is a major means of collecting data in a case study research of the type outlined above because when it is combined with document analysis and interviewing, it allows for a holistic interpretation of the phenomena being investigated.

### 5.5 The Case Study Schools

The research for this ethnographic case study was carried out between March 1990 and January 1994. The two schools involved in this case study are Clydesdale High School and Clydesdale Primary School.<sup>3</sup> Both schools are situated in Lanarkshire and are therefore under the remit of Strathclyde Regional Council (Lanark Division).

Clydesdale High School is a non-denominational comprehensive co-educational secondary school with a 280 square mile catchment area in the Upper Ward of Lanarkshire. During the period of the research, the school roll varied between 557 and 601, approximately three quarters of whom travel from places outwith the town in which the school is situated.

The Senior Management Team, consisting of the Headteacher, Depute Headteacher and two Assistant Headteachers is the main

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<sup>3</sup> The names of these schools have been changed in the interests of confidentiality.



policy-making body in the school. Although the Depute Headteacher had special responsibility within the school for the co-ordination of the initiative CAS87 during the period 1990-1993, with a change in staffing this passed to an AHT in 1993. It must be noted that with the exception of the Headteacher all of the Senior Management Team within the school changed during the period in which the research was being carried out<sup>4</sup>. In addition, the Principal Teachers met to discuss curricular and administrative matters. Several committees exist within the school to deal with matters relating to policy e.g. curriculum and assessment, reporting.

As with most secondary schools in Scotland the content and methods of presentation of individual academic subjects are under the immediate charge of a Head of Department, usually a Principal Teacher (Subject). There are twelve Department Heads and Departments vary in strength from one to five teachers. Due to the size of the school roll subjects such as Religious Education, Modern Studies and Learning Support are taught by subject specialists who do not have Principal Teacher status. During the period in which the research was being carried out, the number of teaching staff varied between 44 and 48.5, depending on the school roll. For a period this included part-time staff and two teachers who taught Art and Music in some of the associated primary schools.

The English Department in the school consists of a Principal Teacher (Subject), an Assistant Principal Teacher and one full time assistant teacher. The department was also staffed on a 0.5 basis respectively by the AHT (Curriculum), a Principal Teacher (Guidance) and an assistant teacher during the period 1991-93. During the period 1993-94 both of these promoted teachers were replaced by a full time probationary teacher and a full time

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<sup>4</sup> Two new AHTs were appointed to the school in March 1992 and September 1993 respectively. A new DHT was appointed in January 1994. Until that appointment an AHT was appointed DHT (Acting) and a Principal Teacher (Guidance) was appointed AHT (Acting) in August 1993.

teacher (job share). During the period in which the research was being carried out the Principal Teacher (Subject) retired and a new Principal Teacher was appointed from outwith the school.

In S1 and S2 there were between 115 and 122 and 107 and 121 pupils respectively. In S1 the pupils are placed in five mixed-ability teaching groups which follow identical courses. Pupils remain in the same teaching groups for S2 and continue with the same subjects. Some subjects such as Technical, Religious Education and Social Education are timetabled in a "block system" whereby pupils remain in the subject for a period of six weeks before moving on to the next subject.

The associated primary which is part of this ethnographic case study is Clydesdale Primary School. This is a non-denominational co-educational primary school, whose catchment area is the town of Clydesdale itself. During the period of the research the school roll varied between 241 and 255 but this included pupils from a primary school which had been closed and a small number of pupils who were special placements from neighbouring villages.

The school has a staff of 11.8 which remained constant throughout the period in which the research was being carried out. The Headteacher is non-teaching but the Assistant Headteacher teaches an infant class on a co-operative basis with the flexibility teacher. A new Headteacher was appointed to the school in 1992. It should be noted that no other changes occurred in the staffing of the school during the period of the research. The school has two senior teachers. The whole staff met on a regular basis to discuss school policy and the Headteacher believes that all members of staff should have an in-put into such matters. In addition, during the period in which the research for this case study was being carried out, the Headteacher was the Chairperson and Co-ordinator of the Self-Help Group for the fourteen associated primary schools in the area.

The primary school had no visiting specialist teachers and each class teacher was therefore responsible for the teaching of all areas of the curriculum. The integrated day system of classroom management operated throughout the school as a whole. During the period under examination the same teacher taught all of the P7 classes which numbered 29 on average. In each session there have been P6/7 composite classes but these have not been included in the case study.

Clydesdale High School was chosen for this particular case study because it has the largest catchment area of any of the secondary schools in Lanarkshire. It has fourteen associated primary schools and therefore has a good social mix of pupils. The researcher herself is an English teacher in the school and therefore had easy access to the information required for the case study.

Clydesdale Primary School was chosen because it is the largest of Clydesdale High School's associated primary schools. Due to the fact that there are a number of teachers in the school who hold positions of responsibility and that all teachers in the school have an in-put into policy-making within the school, this gives a good cross-section of opinion on the subject under examination. Most of Clydesdale High School's other associated primary schools are, in the main, one or two teacher schools and the researcher considered that these are too small to give a representative picture and cross-section of opinion.

## 5.6 Analysis and Presentation of Data

Organising qualitative data is a difficult task. The approach to writing up the data which appeared to be most manageable was to create two sections. The first focuses on the role of teachers and their approach to implementing English Language in the classroom. This will become Chapter Six. The second focuses on

the role of school administration in this process. This will become Chapter Seven.

Chapters Six and Seven are organised chronologically but are subdivided into the main areas in which the impact of the innovation can be discerned. The basis for inclusion of data was the five key principles of planning, teaching, recording, reporting and evaluating, which underpin the whole of the initiative CAS87. For the purposes of this study these are considered in three stages: planning, teaching and evaluating, recording and reporting.

Appropriate comments made by key informants are included to illustrate how they viewed the subject. These are numbered according to the interview (personal communication) number e.g. [PC 12] and a full list is given in Appendix 5:1. Where minutes have been used, these are labelled according to the source and include the relevant dates e.g. [EDM 22/11/93].

Chapter Eight draws on the data presented in Chapters Six and Seven as well as the theoretical perspectives outlined in Chapters One to Four, to analyse the implications of the findings both at the micro level of the particular innovation and at the macro level of policy implementation. It will then discuss the implications which such findings could have on future developments in Scottish education.

## 5.7 Conclusion

At the centre of this thesis is the relationship between policy and process. As a result of this, the research method adopted, as outlined above, relies heavily upon getting "in on the inside" of the policy process through participants' accounts. The researcher can therefore be seen to be attempting to construct a sociology of policy. By holding both policy and practice, in this case implementation, within the same framework the researcher

is attempting to work out the rules and methods for mapping these processes. Moreover, the researcher is trying to explain the historical and cultural continuities and changes and to address the relationship between structure and agency with regard to the processes of policy-making and implementation.



## CHAPTER SIX

### TEACHER PRACTICE AND SUBJECT KNOWLEDGE; PROSPECTS AND POTENTIALS

## 6.1 Introduction

In the preceding chapter, Chapter Five, it has been noted that although documentary evidence must be recognised as important in the process of policy implementation, it is insufficient in itself. In addition to documentary evidence the use of interviews and observation become important. All three methods of research were utilised and have formed the basis for analysis of the case studies to be examined in this and the subsequent chapter.

The data collected, collated and now analysed from the case studies, interviews and documentary evidence, suggests that there are three key factors which emerge as being of prime importance to the efficacious implementation of policy at a school level. These three factors are:

- 1 the influence of existing subject practice
- 2 the degree of subject specialist knowledge possessed by teachers responsible for the implementation of a policy in the classroom
- 3 the style of leadership, administrative structure and practice in operation in the school

In focusing on subject practice and teachers' specialist knowledge, this chapter concentrates on five key principles as denoted in CAS87. These are planning, teaching, recording, reporting and evaluating. For the purposes of the presentation of this study, these principles with regard to English Language, are presented in three stages: planning, teaching and evaluating, and recording and reporting.

In the subsequent chapter, Chapter Seven, the styles of leadership and administrative structures are discussed.

## 6.2 Planning

Planning is the process of deciding in advance what is to be done and how it is to be done. It can be applied to a range of activities which vary in scale and necessitate planning over differing time spans. The planning process is therefore one which gathers (either formally or informally), translates and communicates information so that it can be used to make decisions.

The demands made upon teachers in both primary and secondary schools with regard to the area of planning, have always been complex and problematic ones. However, that curriculum planning is a prerequisite to effective teaching is not disputed. From this case study it has emerged that teachers' planning has three main dimensions:

- 1     Time-scale  
      short/medium/long term  
      daily/weekly/half-termly/termly/yearly
- 2     Formality  
      elaborate and schematic written documents  
      brief written notes  
      planning "in the head"
- 3     Structure  
      comprehensive planning of an entire programme  
      incremental planning, each stage building on the last  
      ad hoc planning according to circumstances and needs

To a large extent, these dimensions operated independently of each other in both of the schools in the study. Different circumstances and needs dictated different approaches or combinations of approaches at different times. This resulted in a situation in which even a comprehensive and long-term planner was, at times, an ad hoc planner, though more out of necessity

than choice. However, one of the main aims of the initiative CAS87 was to motivate schools, and in secondary schools, subject departments, to review policy and practice with regard to planning. Planning is the first of the five key principles which have been identified in the "Guidelines on Assessment 5-14" (SOED, 1991b) and its importance is stressed in all other guidelines and related documents e.g. "The Structure and Balance of the Curriculum 5-14" (SOED, 1993a).

In Clydesdale High School, as in most secondary schools, planning is the main concern of subject departments. The situation with regard to planning in the English Department at Clydesdale High School, prior to the introduction of the initiative was one in which it was considered a low priority. Although the HT had requested that the PT review departmental procedures [SM 23/11/87] with regard to syllabus notes and produce policy documents which would have obvious implications for the element of planning, both at a departmental level and an individual teacher level, the PT was unable to secure any consensus among members of his department with regard to these matters. During this period individual members of the department did make written plans of some kind, but, in the main, there appeared to be little written planning. Such a response to the demands of teaching was defended on the grounds of "flexibility" [EDM 9/2/90]. However, in retrospect, the failure to engage in planning seemed to reflect anything but favourably on the commitment and capacities of some of the teachers concerned and the concept of "flexibility" was much abused.

It can be inferred that this overall lack of concern with the element of planning was a direct result of the fact that the PT and the members of his department were unaware, at this point in time, of the importance of a balance of different lessons and their place in the curriculum as a whole, as well as their lack of concern with progression, continuity, the acquisition of underlying skills and the achievement of goals, all of which were the major areas which the HT wanted defined [EDM 26/1/88] and

developed [EDM 6/12/88]. However, no progress was made. These areas were still being discussed at a meeting on [EDM 9/2/90], although it should be noted that by this point in time the PT was acknowledging the importance of planning as he thought that it "would ensure balance and progression" [EDM 9/2/90]. The PT attributed this change in philosophy with regard to planning to the implementation of "S" Grade, which from the very outset, had stressed the importance of planning:

- in the planning of units or cycles of work, to examine the potential of lesson materials and make judgements about future work.  
(SEB, 1984, Section 2.3)

Members of the department were therefore requested to submit a "year outline" thereby "helping in the course planning" [EDM 9/2/90]. No format was given for the submission of such plans and no deadline was set. As a result, no plans were submitted and the PT (Acting) did not pursue this issue.

It is important to take into consideration the nature of the task which members of the department were being asked to undertake. They were being asked to move from a situation in which they had not been required to think more than a month ahead, to one in which they were being asked to plan for a complete academic session. A major problem was that although the PT had recommended that "a six week unit was considered acceptable" [EDM 2/9/90] these units had not been devised and so by choosing to teach a particular text, a member of the department was, by implication, being required to construct the respective unit for which the aims and objectives had not been agreed. An additional consideration was the fact that due to the infrequency of consultation among members of the department, poor communication and considerable ignorance about what took place in classrooms other than their own, teachers were unable to make assumptions about what had been taught to the pupils in the previous year, thus further complicating the issue of planning.



The situation outlined above can be seen to illustrate the need for a "clearer definition than at present of the content and objectives of the curriculum" (SOED, 1987b, p1) which is a basic premise of the initiative. Moreover, it highlights the importance of the fact that those in positions of responsibility in education, such as schools, should have a degree of "self-actualisation" and understanding of the remits and demands of the posts which they hold. In this case the PT was clearly encountering problems in delineating his role in terms of the administration of his department. This can be attributed both to the style of leadership he had developed and to an inherent difficulty in coming to terms with the problem of how to implement a change. As outlined in Chapter Two, if people do not voluntarily become involved in a change there can be discerned a tendency to react in terms of the "familiar". This "conservative impulse" (Marris, 1975, p7) is what was motivating the PT and, in this case, can be viewed as being compatible with change.

In addition, it should be noted that, in this case, the change was initiated by the HT. The PT can be seen to have resented the source of the change and it was viewed as a change being imposed upon the PT rather than one being negotiated with him. In retrospect, and taken in conjunction with other facets of the HT's administrative style, such moves can be viewed as being implemented for personally opportunistic reasons. While this may initially appear to be in keeping with the Weberian model of educational administration outlined in Chapter Two, such a situation does not lead to efficacious implementation.

With the appointment of the new PT English in January 1992, planning, in conjunction with syllabus design became a high priority within the Department. The school in which the PT had taught previously had, as a matter of policy, implemented the recommendations regarding planning which had been made in the Munn and Dunning Reports (SOED, 1977a; 1977b) and this was therefore the basis of her philosophy with regard to the element of planning.

On her appointment she saw her role as PT as being:

- 1 to ensure that the general aims for the syllabus agreed upon are clearly stated and that they are available to all members of the department and to others who may wish to see them e.g. SMT
- 2 to produce the syllabus (S1 and S2) in outline form, in the light of the Guidelines on English Language 5-14 (SOED, 1991a)

[EDM 15/1/92]

After an initial discussion with the members of the department regarding the importance of planning, she stressed that she was anxious "not to destroy the natural flair and individuality of the teacher in the classroom" which she firmly believed was a "powerful element in the process of teaching" and gave "an extra valuable dimension" [EDM 15/1/92].

The PT devised a very simple method of forward planning. Members of the department were required to enter the name of the text(s) which would be taught next to the appropriate year group and under the respective months. This was done in a wall chart format in order to facilitate access to the information by all members of the department. All members of the department were recommended to think in "blocks" of one term, although this was not mandatory (Appendix 6:1). It should be stressed that this type of forward plan did not require members of the department to think in strands or levels as recommended in "5-14 : A Practical Guide" (SOED, 1994a). This information was incorporated in individual pupil profiles which were in use in the department.

The changes which occurred in the area of planning can be succinctly summarised by looking at changes which the PT made in the Departmental Handbook as a result of her decisions:

## PLANNING, MONITORING AND EVALUATING THE COURSE

Members of the department will be required to submit course plans to the Principal Teacher within the first fortnight of the Autumn Term. General discussion and evaluation of the course will take place within the Department meeting time.

(Clydesdale High School, English Department Handbook, June, 1991)

Members of the department will be required to enter on Forward Plan Wall charts in the Base their course plans for the session. First entries should cover the period up to Christmas and the second period up to Easter. Final entries should take the course work up to the end of session.

As part of the monitoring process, members of the department will be expected to amend, modify, extend, confirm their Wall chart entries as and when necessary i.e. how close actual classroom performance came to their stated plans.

General discussion and evaluation of the course will take place within the Departmental Meeting time.

A standard Record of Work will be kept by all members of the department.

(Clydesdale High School, English Department Handbook, June, 1992)

This system illustrates various facets of "good practice" as recommended by the HMI (SOED, 1992b par. 3.13, p9). Unlike her predecessor, the PT decided upon deadlines for each stage of the process and these deadlines were adhered to. This can be seen with regard to the monitoring of the planning of the syllabus:

We already submit forward plans but as a department we need to sit together in June and plan

for the 1992-93 Session. Then each term we need to look at our S1/S2 courses as a department to ensure delivery, as far as possible, of 5-14. Times set are December and May.

[EDM 11/3/92]

While members of the department welcomed the simplicity of such a system of planning it should be taken into consideration that the PT had made several autocratic decisions which allowed her to implement such a system of planning. She had, in advance, and without prior consultation with members of the department, decided upon the course content, the features which should be present in a Unit of Work, including facets relating to quality of production - readability, layout and design - and the allocation of responsibility for the development of individual units of work [EDM 22/2/92]. Due to the fact that individual members of the department realised that this "collective approach" was "the way forward" the dictation of such features was initially well received. In retrospect, however, the PT realised that a process of planning and syllabus design, such as that which she envisaged, could only be done gradually, over a period of years. She should have "selected priority areas for development" and considered more carefully "the needs of the department and of the pupils" [PC 49].

A dichotomy can be seen to exist between, on the one hand, the desire of the PT to provide an effective teaching and learning environment and, on the other, the means by which she would achieve this. Unlike her predecessor, the new PT recognised the basic centrality of planning to the efficacious delivery of an English Language curriculum. However, she found herself unable to implement the changes required in this area using a collegial approach, which, as research has shown (Bell, 1988) leads to efficacious implementation. Her decision to adopt an autocratic approach, semi-disguised as collegiality, led, in retrospect, to a situation in which members of the department were unsure of their position with regard to decision-making

procedures. It can be deduced from situations such as the one outlined above that in all organisations the emergence of a "powerful" individual is not the irresistible consequence of a particular set of personality characteristics in the individuals concerned: there is no doubt, however, as to their importance in determining which particular individuals are able to achieve and maintain their key positions and exercise their influence.

In contrast to the situation at Clydesdale High School, planning at Clydesdale Primary School was considered initially at a whole school level. It has emerged from this case study that planning in the classroom was dependent upon the school policies with regard to the school day and to Language teaching.

Prior to the introduction of the initiative CAS87, Clydesdale Primary School, like the vast majority of Scottish primary schools, organised its curriculum in terms of the integrated day. The pupils were accustomed to doing tasks nominated by the teacher, working in groups (either with or without the teacher) and having the opportunity to choose from the structured activities and outside areas. This was a matter of school policy and a similar pattern was followed by all classes within the school.

#### Programmes of Work

P1-3 daily programme on wall

P1, P2 programmes for Maths and LA

P3 Maths and LA together

P4-7 weekly programmes of work displayed in each curricular area for each group. Programmes must be clearly set out and written on prepared sheets. General work programme then referred to work programme in specific area. On going activities "When you are finished ..." must be updated. A limited choice is better, then changes can be made easily.

(Clydesdale Primary School Handbook, Strathclyde Regional Council, 1990)



In the case of the P7 teacher, she chose to spend a period of time each Monday morning discussing and negotiating with her pupils the days and times at which their activities were to take place. She felt that she had had to find "some form of planning that would let [her] me know what was going on and would motivate the pupils". The adoption of such a system involved the pupils "so that they saw the need for what was going on". The teacher felt that this alleviated the requirement of "always having to tell them what to do". The teacher saw herself as having adopted a "collaborative" approach to planning in that she and the class were "working together in planning out a theme, establishing pre-knowledge etc.". At this stage, however, she still had to "plan out which concepts and skills" she was wishing to develop and which texts these would be taken from [PC 63].

The adoption of such an approach to teaching resulted in a situation in which forward planning was carried out in terms of topics and texts for the respective groups within the class (Appendix 6:2).

Although the initiative CAS87 was not conceived in terms of distinct subjects, it does imply that whatever mode of planning and organisation is adopted, pupils must be able to grasp the particular principles and procedures of each "subject area" and, what is equally important, they must be able to progress from one level of knowledge, understanding and skill to another within the subject area "5-14 : A Practical Guide" (SOED, 1994a).

At Clydesdale Primary School there was much debate about whether or not the continued use of the integrated day would allow a pupil both to make acceptable progress within the different "subject areas" of the initiative, as well as to explore the relationship between them. In general the staff felt that the continuation of such an approach, particularly in the upper primary, would result in the differences between "subject areas" being distorted and even "disappearing" [PM 24/4/92]. The staff did not, however, wish to deny the fact that an integrated day

approach could produce work of high quality and that in recent years the move away from a "divergent" topics approach (where pupils had considerable freedom to follow their own interests in response to a common starting point) to a "broad-based" topics approach (where a theme such as transport could be used to bring together content and skills from several subjects) could be adapted to a "subject-focused" topics approach (where pupils would concentrate on a limited number of attainment targets from one particular "subject area" but could also study relevant material from other subjects). It was felt that the adoption of such an approach would facilitate planning in terms of the initiative and provide more appropriately for the sequential development of pupils' knowledge, understanding and skills. It was considered "an efficient way forward" [PM 24/4/92].

In terms of the planning of the school day such a decision resulted in the adoption of a "timetabled" approach in the upper primary school. Of necessity this led to a degree of separate subject teaching, particularly in the areas of Language and Mathematics (Appendix 6:3). It should be highlighted that under such a system the teacher was unable to negotiate as freely as she once did with her pupils with regard to their activities, but she made a conscious decision to keep a degree of negotiation in each block of time [PC 69]. She made this decision in the light of her view that the involvement of pupils in the area of planning motivated them and gave them a degree of responsibility for their own learning which she felt was appropriate at this stage in their primary schooling.

The emergence of such a situation can be seen to acknowledge the importance of a collegial approach to decision-making as had been adopted within the school, but also to allow for an individual teacher's interpretation of a collegial decision. The HT was aware [PC 60] that individual teachers were interpreting decision in this manner, but he did not feel that they were "challenging" or "usurping" decision which had been made [PC 60]. He was therefore prepared to accept this emergence of a

degree of "compromise" such as that outlined above. This is the situation which the HMI hoped would be achieved:

The exercise of "Headship" has to take into account the professional orientations of the teachers within the school. ... Professional teachers have to be managed in such a way as to recognise their claims to professional status while, at the same time, not allowing claims for independence to prevent the development of whole school policies which should be founded on interdependence within a group of professional colleagues.

[PC 4]

Teachers at Clydesdale Primary School were comfortable dealing with Mathematics in the curriculum prior to the introduction of the initiative CAS87. Their work in this area was controlled by the texts which they used and topics were looked at with intensity for sizeable periods. The teachers were aware of the criteria which determined the groups in the class for Mathematics. However, in contrast, the English Language programme fulfilled few of these areas. At this point in time there were very few guidelines in the Language curriculum, which left the teacher to use her own initiative in choosing the areas which were to be developed during the academic session. In retrospect, the staff felt that this resulted in an English Language programme which had no real direction or intensity:

I wish that we could simply purchase a text as we did for Maths which we could use for English.

[PC 62]

and:

English has become more "bitty" - a bit out of one book and a bit out of another. I feel that it lack coherence. ... I feel as I did a few years ago. ... one comprehensive all-inclusive text would solve a great

many problems - someone could make a fortune.  
[PC 69].

In session 1991-92 a working party was established with a remit to examine the English Language curriculum in Clydesdale Primary School in terms of the "Guidelines on English Language 5-14" (SOED, 1991a). Although, in the main, the development was to be carried out by members of the working group, the HT made the decision to involve all staff as actively as possible at as many stages as possible. This approach had been recommended by HM Inspectorate (SOED, 1989b, 3.10) and is in keeping with the collegial approach to policy and decision-making which traditionally characterised primary schools.

Initially the discussion of an English Language policy was slow due to the fact that the staff were reluctant to give opinions and discuss the points raised. The HT felt that this was due to the fact that the "staff were initially being asked to discuss philosophical issues" [PC 58]. However, when the discussion moved on to more specific areas such as functional writing, the HT felt that the discussion was valuable and reinforced her view of the concept of total staff involvement in the development of any Language policy. She felt that it was "vitally important that there must be no confusion if a Language policy is to be highly effective and usable" [PC 58]. The HT highlighted the fact that at the end of one session they had produced nothing on paper but "had discussed language in a fashion which I had never experienced before.". Such a situation made her realise that the creation of a useful Language policy was going to take far more time than she had initially envisaged [PC 58]. In addition, it can be seen to reflect a facet of the process of change outlined in Chapter Two: that change, whether desired or not, represents a serious personal and collective experience characterised by ambivalence and uncertainty. However, unlike the situation described by Fullan (1991, p32) due to the fact that the HT knew her staff, she did recognise and indeed appreciate the problems inherent in this "subjective perspective" of educational change.

The influence of the initiative CAS87 and the work of the working party can be seen in the changes which were made to the school Language policy statements (Appendix 6:4). The initial policy statement (1991) is extremely general in nature, whereas that of 1992 illustrates the breaking down of the area of English Language into the strands recommended in the "Guidelines on English Language 5-14" (SOED, 1991a). The terminology adopted within this statement had also been very much influenced by these Guidelines. These statements remained unaltered in 1993 but the school produced a separate document which dealt with the area of National Testing, thus highlighting its significance within the school framework. Moreover, this can be viewed as highlighting the growing awareness of the HT and his staff of the element of accountability in terms of National Testing [PC 62] which was outlined in Chapter Four.

The impact of the formation of a new Language policy in the light of the introduction of the initiative CAS87 had a major impact on the way in which planning was to be carried out within the school. In August 1993, the school adopted a policy which required each teacher not only to plan her English Language work on a weekly basis as she had done previously, but on a termly and ultimately a yearly basis in terms of the individual strands laid down in the "Guidelines on English Language 5-14" (SOED, 1991a) and this had to be done for each level within each class [PC 62] (Appendix 6:5).

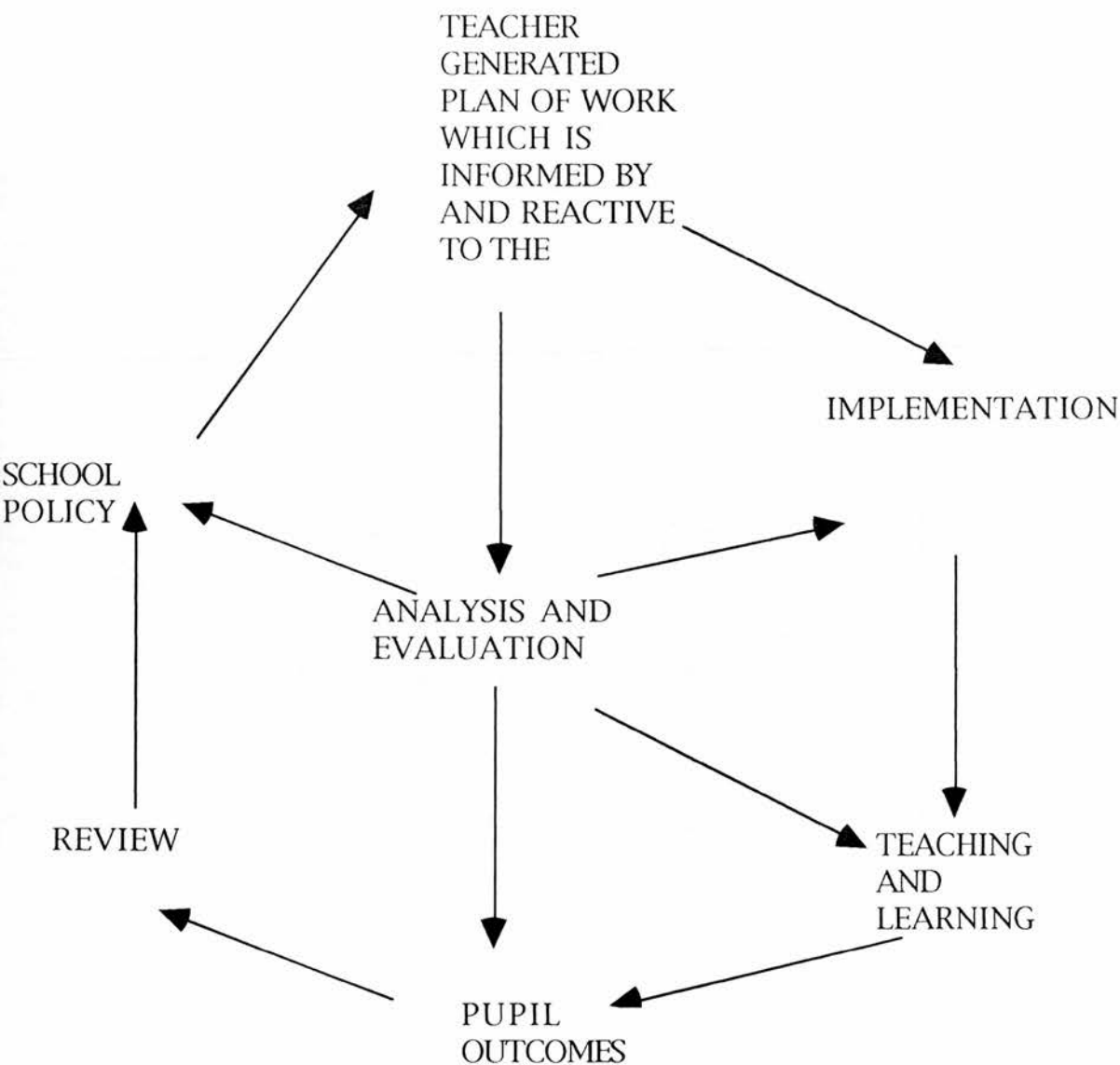
Although initially this was considered to be asking teachers to spend considerably more time on planning than they had done previously, the HT, and the staff in general, were hopeful that this would be a relatively short-term phenomenon as teachers became more familiar with the demands of the initiative [PC 62]. The HT stressed that the situation had to be monitored due to the pressures of increased workload on his staff. The HT and his staff felt at the end of the period in which the research was being carried out that the system which was in operation was one that



would ensure "maximum coverage" of "strands and attainment targets", as well as "providing useful information for passing on to the next teacher". However, above all, it was felt that it had "facilitated a process of monitoring and reviewing" of the system which had been adopted - a stage in the process of the delivery of the curriculum, which he felt had "very much been neglected in the past" [PC 62]. This approach to planning is the one which is recommended as "good practice" in "5-14: A Practical Guide" (SOED, 1994a).

In the light of the above, the links between planning and decision-making and, ultimately, action, may be less direct than research has implied (Bell, 1988). As is apparent from the above situation, planning is both future and goal orientated and therefore cannot ignore ways of minimising the uncertainty which future situations hold. In addition, it cannot ignore a consideration of the extent to which the means chosen are appropriate for that particular situation. These means are basic to the planning process since they are the way by which desired ends are achieved. The purpose of planning should therefore be to choose the most appropriate means, after the alternative means have been identified.

Figure 6:1 Process of Planning in Clydesdale Primary School



Planning in terms of the initiative CAS87 is not only the "knowing" but also the "sharing of what is to be learned" by providing a "range of opportunities/activities for learning" and "coverage of curriculum" (SOED, 1991b, p9). To achieve this each pupil can be taught individually, the class can be taught as a

whole and the class can be organised into groups. These strategies are, in practice, not mutually exclusive and the teachers in the respective schools in the case study used all three.

From this case study it can be seen that the decision to plan any change either at a whole school level or at a classroom level, can be viewed as an attempt to impose direction and purpose on anticipated future events. In both cases planning theoretically requires the identification of objectives to be achieved in the medium and long term rather than the attempt to match a set of immediate and unco-ordinated responses to a perceived situation. Embodied in these objectives, as in the case of CAS87, is an attempt to improve an undesirable situation. In addition, it is apparent that planning also requires that the various parts of the school integrate their efforts to meet the overall objectives. In the case of the secondary school, this can be viewed on the level of the Department. This, therefore, leads to a situation in which people working in different parts of the school or Department, require to learn more about its total function and about their role and that of others in its functioning. Planning is preparatory to action. Analytically, it must be separated from implementation so that decisions can be taken and their implications understood prior to action.

Closely connected with planning is the use of organisational strategies. Clydesdale Primary School did not have a written policy with regard to the arrangement of groups within the classroom. However, from P5-P7 it was assumed that the class teacher would allocate the pupils to groups according to ability in English Language and Mathematics respectively [PC 60]. These groups were basically the same for English Language and Mathematics with only a maximum of two pupils over the period in which the research was carried out, being in either a lower or a higher group for English Language or Mathematics. In all classes, teachers were expected to have no more than three groups plus individuals. This is in accordance with the recommendations made with regard to good practice in "5-14: A

Practical Guide" (SOED, 1994a). In Clydesdale Primary School the groupings which were established for English Language and Mathematics were used for all other areas of the curriculum which is clearly not in accordance with the following recommendations with regard to "good practice" in this area:

Primary teachers should avoid restricting their use of attainment groups to areas of the curriculum like language or mathematics. If pupils are to make just as much progression, for example, in environmental studies, then attainment groups have a part to play there too.

(SOED 1994a, p23)

nor what the HMI envisaged would happen:

Assessment tasks and procedures should support learning and teaching which are diagnostic in the sense that they facilitate feedback and inform next steps in learning for teachers and individual pupils. ... In terms of the "grouping according to ability" approach which has been adopted over recent years, teachers will, hopefully, become more aware of the flexibility which should exist in such situations. ... Groups are fluid, growing, living organisms and have to be recognised as such.

[PC 8]

In the P7 class during the period of the research, the teacher had to retain the pupils in the groupings to which they had been allocated by the P6 teacher. It was considered difficult for "social reasons" to "demote" a pupil to a lower group, even though his/her performance would indicate it: it was difficult to "promote" a pupil to a higher group because of the "gap which had arisen between the groups" [PC 69]. For these reasons, the pupil groups in the class were likely to have shown a lesser degree of homogeneity than was possible, or than the class teacher would have wished:

I realise that I am not operating the system as I would want to, but it is very difficult. I think that it is even more difficult in a small school in a small community. Parents are normally very interested in what is happening in our classrooms. We [the school] have encouraged this but if I were to keep moving pupils "up and down" within groups, parents would be most upset. ... No parent wants to think that her child is not doing well. ... It has a lot of social stigma attached to it. ... We always have to keep in mind that a lot of our parents commute and are quite prepared to move their children to other schools - often private ones!  
[PC 69].

This raises the very interesting question as to whether or not the assessment procedures advocated by the initiative CAS87 were being utilised in the correct manner in the area of evaluation. Moreover, it can be seen to stress the importance which is now being placed on consumer choice within publicly provided services as a hybrid method for promoting efficiency as outlined in Chapter One, and an example of the "new deal for parents" (Scottish Information Office, 1988, p4) as members of the policy-making community which was discussed in Chapter Three.

In the "Guidelines on Assessment 5-14" (SOED, 1991b) the following statement is made with regard to the role of assessment and evaluation:

Assessment in school should help teachers to evaluate the effectiveness of all the various arrangements made to ensure that learning takes place.

Consideration should be given to:

- the curriculum
- teaching methods
- individuals, the group and the class
- resources

Together these sources of evidence should suggest:

- where effective learning and teaching has taken place



- where change is needed
- This evidence will be used by teachers to inform their future planning.  
(SOED 1991b, p18)

It is apparent from this case study that the principles outlined in this statement had not been put into practice with regard to the allocation of pupils to teaching groups and the degree of flexibility and movement between these groups in Clydesdale Primary School. This can be seen as a situation in which the power of the State has been circumscribed at a local level by contextual features and the role which key players have had in this process.

Although teaching in groups was the norm for the P7 teacher, the observational findings of this case study have revealed it to be a somewhat problematic strategy with regard to the teaching of English Language, particularly in terms of the "Guidelines on English Language 5-14" (SOED, 1991a). Grouping pupils was an organisational device as much as a teaching approach. It was a way of maximising the opportunities for productive teacher-pupil interaction as well as a means of encouraging co-operation among the pupils and flexibility in the curriculum. There could sometimes be a significant gap between intention and outcome. One-to-one teacher interactions were brief, and, for most pupils, relatively infrequent; collaborative group work was rare.

With regard to the goal of flexibility, grouping can be distinctly double-edged for a teacher. It permits a teacher to concentrate as much or as little of her time on particular pupils or particular Language activities as she wishes. The danger, witnessed in practice, is that certain pupils, notably the most able, the best behaved and girls (Gold (1991-92), Oak (1992-93), Owls (1993-94)) are tacitly deemed "undemanding" and were left to their own devices for long periods. This resulted in a situation in which these pupils were denied the kinds of challenging interaction which they, like all pupils, needed. In turn, some

pupils, particularly in lower ability groups (Silver (1991-92), Ash (1992-93), Sparrows (1993-94)) gave no signals to the busy teacher "scanning" the class while working with another group, that they were other than fully and productively engaged in their language activities. Indeed some would actively adopt strategies to convey this impression and secure a quiet life.

In the same way, some English Language activities (notably dictionary work) might be seen as of low priority and requiring little more than occasional and cursory monitoring by the teacher. Due to the fact that because the task set does not have an exceptionally high combination of challenge, motivating power and self-monitoring potential, pupils spent excessive amounts of time either off-task, only partially engaged, or undertaking low-level learning.

This dilemma can be expressed as follows: the more accessible a teacher makes herself to all of her pupils as individuals, the less time she has for direct, extended and challenging interaction with any of them. However, the more time she devotes to such extended interaction with some pupils, the less demanding on her as a teacher must be the activities which she gives to the rest of the pupils. Resultantly, the less demanding an activity is of her time and attention as a teacher, the more likelihood that the activity in question will demand little of the pupil. It can therefore be deduced that this strategy of "unequal investment" (that is deliberately concentrating attention on specific groups Alexander, 1992), as was adopted by the P7 teacher in Clydesdale Primary School specifically in the area of English Language activities, was a conscious response to the dilemma of grouping.

Discussion of the situation with the class teacher revealed two possible solutions to the dilemma [PC 67; PC 69]:

- 1 the adoption of a carefully monitored "rolling programme" over a given period of time e.g. a week, would allow the teacher to engage directly with every pupil
- 2 to exploit much more fully the potential of collaborative tasks within groups

The former was rejected on the grounds of creating extra work in the areas of planning and organisation. The latter, however, was given serious consideration [PC 69]. The ostensibly collaborative setting of the groups tended to be one in which pupils spent most of their time on essentially individual reading and writing tasks. The teacher acknowledged that much of this time could be wasted while pupils waited for the teacher's attention or were simply distracted. Research (Wragg and Bennet, 1990) has indicated that if the learning tasks had been genuinely collaborative, pupils would have to use the group rather than the teacher as their main reference point and the ratio of work to routine interactions would improve. Collaborative group work is not a panacea.

Further, it has emerged from this case study that there is a mismatch between the ostensibly collective strategy of grouping and the predominance of individualised work tasks in the area of Language. Just as collaborative activity is difficult in a traditionally arranged classroom, so the concentration required for individualised tasks may be difficult within a group. This was found to be particularly true of writing tasks. The impression was conveyed that the strategy of grouping had become an end in itself rather than a device adopted for particular educational purposes as is recommended by the initiative CAS87 and endorsed in the document "5-14: A Practical Guide" (SOED, 1994a). Moreover, as a strategy, grouping may have been so deeply ingrained in primary consciousness and practice that to ask questions about its educational purposes may seem almost impertinent. This is a situation which the HMI feared could prevail as a result of the

view adopted by many primary teachers that assessment, in terms of the Guidelines has:

"... led to a checklist mentality" and so "assessment has appeared deceptively easy". ... Many have not moved from norm-referenced assessment to a situation in which criterion-referenced assessment is considered an integral part of the teaching and the learning process. ... and to a situation in which valid assessment will follow on from a good definition of what the curriculum is about. ... Many are still utilising old methods, particularly in relation to grouping. ... It will take a long time to change this.

[PC 8]

Such comments reinforce the point, made in Chapter Two, that within the context of educational change the possible alteration of beliefs (the pedagogical assumptions and theories underlying new policies) represents a fundamental change which will take a long time to achieve.

Initially when the initiative CAS87 was introduced, some teachers in Clydesdale Primary School predicted that it would cause a wholesale shift away from group work [PM 12/5/90]. Although this has not been the case, the findings of this case study indicate that there has been an increase in whole class teaching in particular areas of English Language work, most noticeably with regard to the strand Knowledge About Language, in Reading and Writing. It should be noted that the whole class element predominated at the beginning and/or end of a lesson but during the middle period, tasks were allocated to pupils in groups. The element of whole class teaching could be further broken down into two modes: explanation and questioning.

This case study has given rise to the findings that the P7 teacher's conscious decision to return to whole class teaching for the strand Knowledge About Language can be attributed to the following factors:

- 1 pressure of time and requirement to cover a great deal in this strand, particularly in the light of the National Tests in Reading
  - 2 it was considered efficient as a means of communicating information and explanations to all pupils
  - 3 it was considered good for discipline, order and concentration
- [PC 68] (Appendix 6:6)

It should be highlighted, however, that the teacher was teaching a class each session which was made up of pupils operating at Levels C, D and E and that the requirements of the strand, Knowledge About Language, are different for each level (SOED 1991a, pp16-19).

Although questioning was a prominent mode within the strategy of whole class teaching, from classroom observation the full potential of questioning as a teaching strategy was not always exploited. Questions might feature on occasions as little more than conversational or rhetorical devices; they might be more token than genuine; they might be predominantly closed; and they might lack cognitive challenge. Moreover, it was noted that the pupils themselves asked relatively few questions. Due to the fact that the teacher herself was clearly conscious of the pressure of time and the need to cover the ground intended, this led to a situation in which questioning became not more but less effective. It can therefore be deduced that this mode was an inefficient use of the time available.

It is extremely interesting to find that the return to a whole class approach to teaching was consciously adopted with regard to this particular strand, due to the fact that this has been one of the most contentious areas in the teaching of English Language in Scottish schools for the last three decades. Up until about twenty years ago, most schools, primary and secondary, in Scotland taught their pupils "grammar". This meant training them to pick out and name the various parts of speech (such as



nouns, verbs, relative pronouns, present participles) in a sentence, and mark off and describe clauses (such as an adverbial clause of condition, a noun clause complement). This was usually done with isolated sentences in a "grammar book" and had nothing to do with the language used in actual communication. This was termed "decontextualised" language exercises. When teachers agreed that these were a waste of time, many turned against any teaching of language matters at all. The HMI stated that:

KAL is basically a definition of terms which pupils should know at each stage of their schooling. It is not a return to the grammar lessons of twenty years ago. ... We [the HMI] see it as a sensible view of what language is and what pupils should know about it and be able to do with it. ... The key concept is appropriateness.

[PC 7]

From the section Knowledge About Language (SOED 1991a, p66) it can be seen that the "decontextualised" form of language teaching and learning should not be employed in teaching pupils in either primary or secondary. The principles behind the teaching of Knowledge About Language are clear (Appendix 6:7). In very broad terms it implies that there are three ways in which Knowledge About Language can be built into classroom work. Firstly, a teacher can take any opportunity to use any of the terms listed as appropriate for the age and ability levels of his/her pupils. This method has been termed "teaching by mention" (Brown, 1988a). Secondly, in planning a topic or unit of work a teacher can create opportunities to include specific Knowledge About Language terms e.g. the writing tasks set in a topic-based unit might have purposes and audiences which enable the teacher to highlight certain language features. Thirdly, the teacher can make an aspect of language into the main focus of a topic or unit of work. These three approaches

were endorsed by the HMI (Appendix 6:8) but with regard to "teaching by mention" it was stressed that:

Although this may be adequate for some terms, there should be no drills etc. ... What teachers should do is to find additional opportunities, ideally within the context of an additional unit of work, in which the terms can be encountered again and reinforcement be achieved in a meaningful way.

[PC 7]

From this case study it is therefore apparent that the situation which existed at Clydesdale Primary School can be viewed as being in direct contravention of the "Guidelines on English Language 5-14" (SOED, 1991a) with regard to this area. While it must be stressed that whole class teaching was not the only organisational strategy employed for the teaching of the strand Knowledge About Language, it was the one which the teacher favoured and over the period of the research it came to predominate in this area. This situation can be viewed as one in which a decision by a key player, in this case the teacher, can be seen to be influencing the implementation of a Government-led initiative at a local level.

Closely connected with the organisational strategy of arranging pupils in groups and perhaps even synonymous with it in the minds of many teachers, both primary and secondary is the practice of differentiation. The "Guidelines on English Language 5-14" (SOED, 1991a), taken in conjunction with the "Guidelines on Assessment 5-14" (SOED, 1991b) indicate that the purpose of differentiation is to ascertain and meet the different learning needs of pupils. It can be seen, therefore, that although a teacher may have been able to identify and utilise a system of grouping in the classroom there can be no guarantee that such a system will indeed effectively target the learning needs of a range of pupils.

The teachers in Clydesdale Primary School, like most primary teachers (Simpson *et al.*, 1989), equated differentiation with group work. In the main the P7 teacher was happy with this strategy [PC 69] because she felt that she was only able to cope with a limited number of ability "units" and the pupils selected for individual attention outwith the groups were always low attaining pupils. She did admit, however, that within each group there was a range of abilities or attainment levels in any particular curricular area, but the smaller the groups and, ultimately, the smaller the class, the more likely it was that she would be able to cater for individual needs:

Catering for individual needs in the classroom is very difficult. Ideally I should be able to do it, but I don't work in an ideal world. I have found that by making some groups smaller, I'm able to concentrate or target individual pupils more easily. Another teacher in the classroom would make a big difference.  
[PC 69]

With regard to the provision of differentiation in English Language teaching, the teacher, throughout the whole of the period in which the research was being carried out, used the group unit as the basis for provision, and commercially produced texts as the means, of delivering the differentiated tasks. Each of the texts which the teacher used, in all areas of the Language curriculum, was available at different levels. She employed this method even with the lowest ability group but here she did try to ensure that each pupil was given individual help in specific, pre-designated areas.

While it must be admitted that differentiation with regard to the provision of English Language teaching was being provided within this context, it is apparent that it was not being provided for each individual child as the initiative advocates. This situation is not uncommon (SOED, 1989b, par. 1.17). In addition, it highlights the importance placed upon commercially produced



texts to provide the means by which teachers would deliver the curriculum.

Like Clydesdale Primary School, Clydesdale High School had no school policy in the area of organisational strategies. Until August 1993 there was no discussion of this subject in connection with the teaching of S1 and S2 classes within the English Department. However, it should be highlighted that the introduction of "S" Grade courses in 1985 did create much discussion among English teachers on the subjects of methods and classroom organisation and became centred on the seemingly opposing ideas of "whole class" teaching and "group" teaching. This fact was brought to the HT's attention in the Inspection Report of the Quality Assurance Unit:

Departmental policies on teaching and learning should be developed within the framework of whole-school policy. Senior management and principal teachers should monitor teaching practices in the school more closely and provide appropriate support.

(Strathclyde Region 1991a, p11)

In the light of the situation which existed, each individual teacher within the English Department was at liberty to incorporate and utilise as many or as few different organisational strategies and teaching styles as he/she wished. Due to the fact that there was no "audit" of the strategies being utilised this could have led to a situation in which some teachers taught whole-class lessons with only a gesture towards group work, perhaps in the element of Talk, while other teachers taught predominantly using groups. This, however, was not the case, and although there were no formal discussions about the use of particular strategies, informal discussions, which are common in a small department, revealed that all members of staff were utilising a variety of organisational strategies with regard to the teaching of classes in S1 and S2, although whole-class teaching was still dominant.

The Inspection Report by the Quality Assurance Unit confirmed this:

Teaching and learning in most classes is teacher-centred, with resources being teacher-directed rather than accessed by pupils. The management of classroom activities is good although a greater variety of activities during lessons and a greater range of types of classroom organisation would enhance pupil experience.

(Strathclyde Regional Council 1991a, p11)

The main vehicle for the delivery of the English Language curriculum in S1 and S2 was the unit of work which was devised by members of the department. Although the PT had defined what should be included within a unit of work (Appendix 6:9) and this had been changed to incorporate the recommendations made in the "Guidelines on English Language 5-14" (SOED, 1991a) there were only two references to organisational strategies:

- opportunities for Talk assignments involving both group discussion and individual talk
- notes on teaching strategies, where appropriate

When a teacher was compiling a unit of work he/she was therefore free to recommend the use of whichever teaching/organisational strategy he/she felt to be appropriate. A typical unit of work can be seen as having a number of possibilities for individual, pair, group or whole class activities (Appendix 6:10).

Initially the variety of activities, individual, pair, group and whole class, appears adequate and flexible. However, there is a predominance of individual activities in the elements of Reading and Writing. All pair and group activities are in the element of Talk. In addition, there was also a conscious decision, as in Clydesdale Primary School, to use the method of whole class



teaching for the strand Knowledge About Language, although, as in the primary school, this would be inappropriate for some of the pupils in the class and was not what the HMI envisaged [PC 7]. There was no provision for differentiation by task within the unit, which would have a direct effect upon the use of appropriate organisational strategies which implied that the needs of individual pupils could not be met. The predominance of individual activities in the elements of Reading and Writing can be traced to the influence of the desire of secondary teachers to assess the work of pupils individually as opposed to in a pair or group situation. The predominance of group activities in the element of Talk can be traced to the influence which Standard Grade has had in this area of the curriculum. The lack of differentiated work in the elements of Reading and Writing and the lack of knowledge about specific levels also contributed to the aforementioned arrangement. One of the implications of CAS87 for all of the above, which has been highlighted by the HMI, is that decisions about the nature of teaching and learning in the secondary school, and indeed in the primary school, can no longer be taken by the individual teacher in his/her classroom [PC 6].

Due to the fact that group activities predominated in the element of Talk there was no attempt by staff to allocate pupils to groups by attainment as is recommended:

Secondary teachers should use the attainment groups more frequently to ensure that all pupils make progress from P7.

(SOED 1994a, p23)

Although groups were arranged on a social or friendship basis, staff were of the opinion that this was ideal for Talk activities as it provided a natural and relaxed working atmosphere. Staff were aware of the obvious drawbacks of the mixed ability groups and that if a teacher felt that a particular combination was "wrong", for whatever reason, he/she would intervene [EDM 12/4/91].

In 1991 the Inspection Report by the Quality Assurance Unit highlighted the fact that:

A range of approaches to differentiation was evident in Standard Grade courses ... In S1/S2 and Higher Grade courses, however, there is scope for more appropriate provision and raising of expectations through the use of differentiated resources and tasks for the whole range of abilities. This will allow the needs of less able pupils to be met and more able pupils to be fully stretched and challenged.  
(Strathclyde Regional Council 1991a, p8)

and that:

There is no qualified learning support specialist currently on the school staff. Such a specialist could provide direct assistance to pupils and consultancy support to staff.  
(Strathclyde Regional Council 1991a, pp8-9)

The HT connected the lack of use of differentiated materials in the school with the lack of specialist Learning Support provision because PTs were recommended to delay developing differentiated materials, particularly in the area of S1/S2 until appropriate Learning Support provision could be provided [SM 17/8/91]. Due to this fact, there was no immediate attempt to provide differentiated materials in the English Department.

Although the new PT was very aware of the lack of differentiated materials within the department:

Differentiation

A process which is never complete!

Review of existing units - which need differentiated?

We then go through "old" units methodically updating them and plugging gaps.

[EDM 12/2/92]

it became apparent that, despite her strong desire to outline and accomplish all tasks immediately upon her appointment, that

members of the department could not cope with this as well as all the other demands which were being made of them by herself, the school and the SEB. In accordance with the HT's recommendations, no progress was made in this area until specialised Learning Support staff were appointed in August 1993. This decision further reinforced the idea which already existed among members of the department that they should confine group work to the element of Talk: the element with which they were most familiar [EDM 24/8/92].

In session 1993-94, there was a major change in philosophy with regard to the employment of specific organisational strategies within the English Department at Clydesdale High School. From this case study it has emerged that this change can be attributed to the following factors which are all closely interrelated and interdependent:

- 1 attendance of a member of the department at the Strathclyde Region Language Conference in February, 1993
- 2 the appointment of Learning Support Specialists and the consequent raising of awareness of this area within the school
- 3 the provision of Regionally produced differentiated materials for English Language close reading
- 4 the decision by SOED to implement National Testing in secondary schools from January 1994

The attendance of a member of the English staff at the Strathclyde Region Language Conference in February 1993, resulted in her being given information and advice regarding differentiation by text in terms of the "Guidelines on English Language 5-14" (SOED, 1991a). This information was discussed at length by the department at a meeting on 8/3/93 [EDM] and it was considered to have far reaching implications in the following areas:

- a formation and management of groups
- b control of work
- c reading levels
- d resources
- e familiarisation with text and unit
- f forward planning

However, in the light of the provision of specialised Learning Support staff and the "considerable amount of work" which was entailed, it was decided by members of the department to delay any work on this area "at present". The PT was not in favour of this delay but as the staff were not "particularly co-operative" she felt it "diplomatic" not "to force the issue" [PC 49].

With the appointment of two specialist Learning Support staff in August 1993, Learning Support assumed a high priority in the school. This is evident in the importance which is placed upon it in the School Development Plan (Appendix 6:11). The main input of the Learning Support specialists into the teaching of English Language in S1 and S2 was to be in the area of the provision of differentiated materials. In addition there was an increase in the per capita allowance for this.

In August 1993 the PT received copies of Regionally produced differentiated materials (Units on "The Cay", "Viking's Dawn", Holidays and Close Reading Passages). After these had been read by members of the department, one member of the department decided to trial the differentiated close reading passages during the month of November 1993. In order to do so, the teacher had to arrange the pupils in attainment groups according to the reading levels as defined in the "Guidelines on English Language 5-14" (SOED 1991a, p16). It should be highlighted that this was the first time in which a member of the department had attempted to arrange groups in this way. It was felt that if the Region had not produced these materials, she would "not have had the time or expertise to do so herself" [EDM 2/11/93]. When this exercise was being reviewed [EDM 7/12/93] it was considered to have been a great success, but had involved "a

great deal of forward planning" and "careful management" as well as a "major shift in her perspective in terms of classroom organisation".

A major impact on this area with regard to English Language at Clydesdale High School was the decision by SOED to implement National Testing in Secondary schools from January 1994. Up until October 1993 the members of the department had not considered themselves secure enough in their knowledge of CAS87 levels in Writing and Reading to attempt to assign a level to individual pupils. However, in order to prepare for the selection of pupils for National Testing, teachers are required to do so (SOED 1993b, p5). In turn, appropriately differentiated work for all pupils at all levels was required (SOED 1993, p5). The department felt that such a requirement "necessitated a move to groups which were organised by attainment level" [EDM 7/12/93] and that in the following term "all members of the department" should "begin to adopt this strategy with regard to group work in S1 and S2" [EDM 7/12/93].

All of the four developments outlined above can be viewed as illustrating facets of the dimensions of change outlined in Chapter Two. The attendance of a member of the English department at a Regional Language conference and the subsequent changes which ensued is illustrative of the importance of staff development in terms of its relation to the meaning of change and the process of change as a whole. The provision of Learning Support Specialists and the differentiated materials are good examples of a situation in which it is only when teachers actually attempt to implement a new initiative that they discover the most specific concerns and doubts. The importance of the INSET support and, in this case, specialist teaching support, is clear. The introduction of National Testing, as outlined in Chapter Four, has highlighted the issue of accountability. In terms of the process of change, however, from the situation outlined above, it is apparent that access to the adoption and control of particular



structures is about whose interests will be served by the adoption of specific decisions.

It can therefore be concluded that the change in philosophy with regard to the organisational strategies used in the teaching of English Language in Clydesdale High School cannot be attributed directly to the philosophy of the initiative CAS87 itself, but to external factors related to it and that factors such as accountability in terms of the selection of pupils for National Testing were of prime importance. It should be noted, however, that although members of the department had acknowledged that they must change their organisational strategies and were prepared to do so, it is questionable to what extent they truly understood the new interactive processes which were taking place within the groups and their new role as teachers within the classroom environment. The implications which such a move have in terms of planning and workload are apparent to all and that achieving the required change will be an extremely slow process. In addition, it is apparent that with regard to particular facets of the learning and teaching environment, the teacher has to strike a balance between the educational good of the many and the short term advantage of the few, between educational principles and philosophies and pragmatic necessity, especially as determined by externally imposed priorities and a scarcity of resources. Judgements such as these have to be made on the basis of a recognition that only certain things are possible.

### 6:3 Teaching and Evaluating

For the initiative CAS87 to be successful, it was argued by the Committee on Assessment (COA) that curriculum and staff development had to be set in the context of institutional development had to be set in the context of institutional development. This required the provision of In-service (INSET) training for staff. As a vehicle for this, it was decided to ask schools to develop whole school policies:

All research carried out in this area to date has indicated that "home-grown" policies are by far the most effective means of ensuring implementation of an initiative in a school. "S" Grade is a good example of what should not happen.  
[PC 10].

The committee believed that the importance of a policy statement lay in the shared understandings that came from its development rather than in the existence of the policy itself. Moreover, they felt that the guidelines should be designed in a way which made them sufficiently flexible to be able to address the needs and circumstances of individual schools and teachers.

The HMI are keen to stress that the initiative CAS87 should not be viewed as a "top down" initiative imposed by the Government, but one which is building upon "good practice" which originated in the classroom.  
[PC 1]

In the "Guidelines on Assessment 5-14" (SOED, 1991b) schools were asked to begin from their existing circumstances, that is from existing policy and practice. Schools could then use these guidelines either to adapt their existing policy or to provide a structure for a new policy. Individual teachers could also use the guidelines to identify and begin to address their own needs. This can be viewed as a recognition, on the Government's part, of the professional expertise of teachers [PC 1].

Teaching and evaluating English Language in Clydesdale Primary School prior to the introduction of the initiative CAS87 was a largely intuitive process. Records were basically idiosyncratic and tended to be limited to the basics. They focused on tasks encountered rather than learning achieved. In the main teachers found it convenient to think of the process of assessment as a simple three-stage process: the assessor

collected evidence, made judgements on the basis of that evidence and certain events then followed.

Viewing the process in this way had the advantage of tidiness, but the disadvantage of suggesting that assessment is a neat and tidy process. It is not. Assessment is essentially provisional, partial, tentative, exploratory and, inevitably incomplete. The tension between this necessary incompleteness and the desire and pursuit of the whole is one of the reasons why teachers at Clydesdale Primary School found many aspects of the Assessment Guidelines, particularly in relation to English Language, very difficult to implement.

In accordance with the recommendations of the "Guidelines on Assessment 5-14" (SOED, 1991b) and the respective Staff Development Materials, a working party was formed to review the school's assessment policy, in the areas of Mathematics (1991) and English Language (1992). While members of the working party admit to encountering "few problems in the area of the development of a policy for the assessment of Maths" [PM 6/5/92] they encountered "many problems" and "difficult areas" with regard to English Language [PM 23/10/92]. The staff attributed these problems to the nebulous nature of the subject area, the lack of a satisfactory unitary course and difficulties in assessing specific areas of English Language in terms defined by the initiative.

It has emerged from this case study that one of the main influences of the implementation of the initiative CAS87 can be seen in the changes which were made in the school's assessment policy with regard to English Language as a result of the formation of this working party.

In 1991-92 there was no mention in Clydesdale Primary School's Policy Documents of the ways in which English Language was assessed. The statement which appeared in 1992-93 was very general in nature and was not specific to English Language:

### Assessment

Each teacher is continually assessing each child's progress in the work covered on a day-to-day basis. This is largely diagnostic in nature and the teacher reacts to his/her findings at the earliest opportunity. It is also recorded in detail in records of progress and work covered.

(Clydesdale Primary School Handbook, 1992, Strathclyde Regional Council, 1992c)

However, due to the fact that the working party had been concentrating on the subject area of Mathematics, there was a detailed assessment policy included for this subject area. In 1993-94 the inclusion of a subject specific statement with regard to the assessment of English Language:

### LANGUAGE

#### READING

There should be core vocabulary and phonic assessment at the end of each Ginn levels 1-3.

In levels 4-5 the prepared assessment book should be used after every two books.

Level 6 - onwards a monthly "cold" reading assessment to check basic understanding and assessment at the end of each book.

#### WRITING

We should be working towards assessing writing using the criteria laid out in Language 5-14.

(Clydesdale Primary School Handbook, 1993, Strathclyde Regional Council, 1993d)

indicates the influence the implementation of the initiative was having on the formation of policy statements in this area. Assessment of English Language was now discussed in terms of specific Ginn levels (Britton *et al.*, 1978), but the lack of detailed comments with regard to the element of Writing reflected the difficulties which the working party were encountering. The HT was very aware of these problems and the apparent lack of progress which was being made in this area:

Primary teachers need to think about:

- 1 language in the curriculum and what it is they are trying to assess
- 2 the design of the assessment tasks and procedures to support learning and teaching.

Central to these are using language for a purpose and in a defined context. ... In order to achieve a change INSET training is required.

[PC 8]

It is interesting to note that the HMI stressed that responsibility for INSET training lay with the Regions [PC 1]. The Divisions, however, were unable to provide adequate INSET training to alleviate such problems due to a lack of funding [PC 30].

Unlike the situation which existed at Clydesdale Primary School, in Clydesdale High School a nominated member of the SMT was responsible for the change and formation of the school's policy statements in the area of assessment. In 1988, the AHT with specific responsibility for this area, formulated and issued the schools' assessment policy (Appendix 6:13). This was done without consultation with PTs [SM 1988] and, as can be seen from the document, was motivated by the introduction of Standard Grade subjects into the S3 and S4 curricula. At the end of the period in which the research was being carried out, no changes were made to this policy document despite the fact that the need to review the assessment and reporting policies by the SMT was highlighted by the Inspection Report of the Quality Assurance Unit:

The school is following national and regional guidelines. ... Senior management are aware of the need to review and update existing policies. ... The school is now at an appropriate stage of development to review whole school policies in areas such as assessment and reporting, to identify gaps, establish



I am quite concerned that we [the staff] are not really getting anywhere with English Language. It was so much easier with Maths. I know a lot more about Maths and I think that I would have found it easier as well. We have so many problems with English - lack of texts, lack of knowledge, to a degree, about assessment etc. ... It's hard to know where to start. [PC 61].

He therefore made a conscious decision to continue to make this a priority within the school during Session 1993-94 (Appendix 6:12). In addition, during session 1993-94 the HT requested INSET training in the specific areas of the assessment of Writing, Talking and Listening for his staff [PC 62]. This INSET training was provided by the Educational Development Service (EDS) during the period January-March, 1994.

It should be highlighted that the HMI were aware that teachers, especially primary teachers, were encountering problems in the area of the assessment of English Language. The HMI, however, did not attribute such problems to what can be termed "external factors" such as lack of texts, but to "internal factors" such as a lack of understanding of what should be done:

Assessment of Language in the primary school was basically of two types:

- 1 formal assessment - usually reading skills, through published standardised tests
- 2 informal classroom assessment - often using materials published with teaching and language schemes of one kind or another.

Both of these are based on the idea that Language can be thought of as a series of separately measurable sub-skills, which, once accumulated, will add up to competent reading and writing. This must now be rejected.

priorities and ensure that school aims are translated into policies and practice.

(Strathclyde Regional Council, 1991a, p7)

As a result of this report, a committee to review the changes which were required in the areas of curriculum and assessment was formed in June 1991 under the chairmanship of the DHT. This committee did not meet. In 1992 the responsibility for this area passed to an AHT, who then reconstituted the committee, which again did not meet. In 1993 the responsibility for this area was passed to another AHT. In turn, he decided to form a totally new committee, in the main consisting of unpromoted members of staff. It was drawn to the attention of the members of this committee that a review of the school's policies in the areas of assessment and reporting was a priority area within the School's Development Plan. Although this committee met once [SM 7/10/93] during the period in which the research was being carried out, no progress was made due to a "lack of expertise in this area on the part of committee members" [PC 53]. The initial deadlines were ignored.

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In the light of the findings of this ethnographic case study, it can be inferred that the manner and the extent to which the schools had implemented the recommendations of the initiative CAS87 in the area of the formation of a school policy on assessment is directly attributable to, and dependent on, the style of leadership and the administrative practice adopted by the HT. In the case of the secondary school, the role of the SMT should also be taken into consideration.

It is apparent that in the case of Clydesdale High School, the HT's autocratic position and lack of monitoring and review procedures led to a static situation in which nothing was done to implement a change in this area. However, in the case of Clydesdale Primary School, where the HT adopted a more collegial approach to

decision-making, progress was made. The role of the HT as a key player at this level is therefore clear.

The last two decades have seen profound changes in the teaching and assessment of English Language in all areas of Scottish education. With regard to the area of assessment in terms of English Language two major factors can be identified (Hutchinson, 1991). Firstly, the understanding which teachers have about what they are trying to assess in the Language curriculum. Secondly, the design of assessment tasks and procedures to support learning and teaching which are diagnostic, facilitate feedback and inform next steps in learning for teachers and individual pupils.

The initial experience of "S" Grade English, which can be viewed as the first major step away from norm-referenced to criterion-referenced assessment, tended to lead to a "checklist" approach. By adopting such an approach the teacher was assuming the role of an assessor which was totally technically based, as opposed to a professional, who was actively involved in the assessment process. Moreover, as well as raising doubts about the reliability and validity of assessment in such a context, this approach did not facilitate the setting of the assessment of English Language in the context of knowledge about the pupil and his/her wider experience. The approach advocated in the "Guidelines on English Language 5-14" (SOED, 1991a), however, defines the criteria for Language assessment, aspects of performance and competence, in more general terms and stresses that for classroom assessment, teachers apparently have been allowed a wide measure of professional discretion to identify and interpret the performance descriptors and to decide for themselves in which context and by what means to assess whether or not a pupil has matched them (SOED, 1991b, pp12-13). In other words, despite the introduction of National Testing in the area of English Language, the day-to-day classroom assessment of pupils should continue to be the most important source of evidence about an individual pupil's progress in Language work.

It has become apparent from this case study that there are problems inherent in the approach adopted by the "Guidelines on English Language 5-14" (SOED, 1991a). This case study shows that these problems became more apparent as the schools began to implement the recommendations and to review and to evaluate each of the four elements of English Language. The emergence of problems at this stage of the implementation process was outlined in Chapter Two. It is therefore essential that each of the four Language elements is examined and discussed separately for the purpose of illustrating these problems. It should be borne in mind that in terms of the philosophy of the "Guidelines on English Language 5-14" (SOED, 1991a), all of these elements are interrelated and all are equally important to an individual pupil's Language development.

#### 6.3.1 Writing

Many teachers, both primary and secondary, believe that writing provides a pupil with the opportunity to explore, in his/her own words what he/she has learned. Underlying this idea is the belief that it is only when the pupil has organised what he/she has learned, or explained it to someone else, that he/she really knows. Extended self-structured writing, moreover, provides opportunities for pupils to think creatively: to use their own personal experiences, perceptions, observations and understandings; to speculate, to make and test hypotheses; to identify problems, seek solutions and suggest remedies. These are the reasons why essay writing continues to play such an important part in higher education, and in the selection procedures for higher education, that is "S" Grade, "H" Grade and Certificate of Sixth Year Studies (CSYS).

Although the aforementioned purposes lie behind the use of writing as recommended in the "Guidelines on English Language 5-14" (SOED, 1991a, pp18-19) are admirable, in terms of assessment, they pose many problems (Appendix 6:14).

In Clydesdale High School it was apparent that the members of the English Department were very aware of the inherent problems associated with assessing writing in terms of the initiative CAS87. This awareness can be traced to their experience of assessing "S" Grade Writing, and the problems which they had already encountered in their attempts to move from a norm-referenced examination to a criterion-referenced continuous assessment situation prior to the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a). This move was initiated at a meeting of the English Department on 23/11/87 [EDM] by the teacher responsible for Learning Support within the Department. It met with a degree of resistance and comments ranged from a general statement "that examinations do no harm" to more specific comments related to the problems of the assessment of writing - "two of the big problems of continuous assessment are the formulation and application of criteria and the moderating of work which is so time consuming." [EDM 23/11/87].

During session 1988-89 the Department moved to a situation in which each pupil was to be assessed on the basis of one piece of informative/discursive writing and one piece of expressive or imaginative writing. Due to an inability on the part of the PT to make a decision with regard to which particular criteria were to be assessed, no consensus was reached and all teachers were asked to do was to allocate a Grade 1-7 to each piece of writing [EDM 12/9/88]. This reflected both the "S" Grade system of assessment and the school's assessment policy. Due to the fact that the main thrust of the Department's development work at this time was the introduction of "S" Grade, the criteria used at "S" Grade were being applied to S1 and S2. Although it was minuted at a meeting on 15/5/89 [EDM] that the assessment of these items would be monitored and an agreement had been reached regarding the adoption and implementation of a departmental policy with regard to moderation [EDM 25/4/89], the PT did not enforce this decision due to "pressure of time".



It was evident to all members of the department that this situation was far from satisfactory and when the assessment programme for session 1989-90 with regard to Writing was being discussed [EDM 16/8/89] the following questions were raised and comments made:

How transparent/accountable do we want our assessment to be?

Spirit of "S" Grade would call for us to publicise in classes what skills we assess/how to improve them etc. But does this mean stating beforehand that an assignment will be summatively assessed?

Does everyone in class/group have to do the same assessment, or just one on similar activity/purpose?

Do we retrospectively pick another assignment if "set" one unsuitable/untypical?

All of this suggests that somewhere we should be making use of profiles describing skills.

All of these questions and comments are valid in terms of the departmental assessment policy which was in operation at the time. However, due to the PT's lack of firm leadership in this area, no decisions were taken and the status quo was continued during session 1989-90. It should be noted that the fact that such questions were being asked and such comments were being made, indicates an awareness of the problems which existed with regard to the assessment of Writing on the part of the members of the Department. The close inter-relation of the aspects of curriculum provision and assessment are also evident here due to the fact that if units of work had been in place and an agreement had been reached with regard to the criteria to be assessed, solutions to many of the questions which were being asked could have been attempted very easily.

In March 1990, as a direct result of the Divisional initiative which made curriculum and assessment in S1 and S2 a priority for all English departments, the APT produced a grid which was to be used for the assessment of Writing (Appendix 6:15). It is apparent from the language used in this grid, especially words

such as "sparkle" which appeared in Instructions to Markers for "O" Grade Paper I (SEB, 1982, p40), and the fact that the format of the grid was very similar to that used for the assessment of Writing at "S" Grade, the influence of "S" Grade was very strong. In addition, the technical and rather formal way in which the comments were written, and the experience of the use of these grids at "S" Grade, indicated that pupils were going to obtain very little feed-back. As a result, the problems which members of the department were encountering in this area would not be alleviated. However, despite the fact that this was a divisional priority and that the trialling of these grids had been unsuccessful, no changes were made until October 1991 (Appendix 6:16). The reasons for the changes which were made in October 1991, were the result of the lack of feedback to pupils which these grids provided and the publication of "Working Paper No 2 English Language 5-14" (SOED, 1990a) and then the "Guidelines on English Language 5-14" (SOED, 1991a).

Members of the Department still had misgivings about the use of "technical language" and the "lack of feedback" which these new grids would provide [EDM 21/10/91]. These misgivings were reinforced by the fact that the members of the English Department were still being asked to submit grades (1-7) in accordance with the school's assessment policy. This was not what was required in terms of the initiative CAS87 [EDM 6/11/91]. The appointment of the new PT in January 1992 negated the necessity for further discussion of these matters.

The situation outlined above can be seen to illustrate the way in which the decisions taken by a key player at a local level can impede progress. It is clear that the Divisional initiative was attempting to impose some degree of uniformity on schools. Such a move should be viewed in the light of the publication of CAS87. The PT was unwilling or unable to make a decision in this area. Although the members of the department met frequently to discuss the matter these meetings were unproductive. The PT's lack of firm leadership compounded the

sense of frustration which prevailed among members of the department.

From interviews and minutes it is evident that the main motivating factors for the changes which were made to the assessment of Writing in S1 and S2 from January 1992 at Clydesdale High School were the "Guidelines on English Language 5-14" (SOED, 1991a), the "Guidelines on Assessment 5-14" (SOED, 1991b), "Working Paper No 11 Reporting 5-14" (SOED, 1991d) and the administrative practice adopted by the Principal Teacher.

Despite the fact that no progress was made in the areas of the production of units of work, differentiation or progression and the adoption of a policy for the teaching of writing and spelling, all of which are considered to be "good practice" (SOED 1992b, pp51-52), the PT immediately, and without prior consultation, initiated amendments and innovations. These included an amended Departmental Policy with regard to Writing to reflect the recommendations made in the "Guidelines on English Language 5-14" (SOED, 1991a, pp18-19). Basically this, in the main, consisted of the inclusion of a Comment Bank for each of the Levels. She defined exactly what had to be addressed which was in accordance with the recommendations made with regard to good practice in this area (SOED, 1992b, par. 7.29, p55). She ensured that the Departmental Correction Code was applied throughout the department, as recommended as good practice (SOED, 1992b, par. 7.28, p55). This was subsequently passed to the associated primary schools [EDM May, 1992]. In addition, she ensured that the Departmental Policy with regard to re-drafting was applied throughout the department, as recommended as good practice (SOED, 1992b, par. 16-19, p52). She initiated a system whereby moderation of pieces of writing would occur at regular intervals ([EDM] October and March). It should be noted that, in retrospect, these deadlines were adhered to. In addition, she issued new assessment labels (Appendix 6:17).

It is interesting to note in the case of the new assessment labels that these had been written in less technical language and would therefore facilitate "feedback to pupils" and "constructive comments" [EDM 12/2/92], while at the same time facilitating the completion of the new profiling system which was to be introduced later in the same session. Moreover, it reflected the "strengths and weaknesses" approach inherent in the philosophy of the diagnostic assessment stressed in the "Guidelines on Assessment 5-14" (SOED, 1991b) and recommended in "Working Paper No 11 Reporting 5-14" (SOED, 1991d, pp10-11). There was no provision for the assignment of a Grade, although this was still required in terms of the school's assessment policy.

Although the style of leadership adopted by the PT was autocratic, it is clear that with regard to the initiative CAS87 she had conceptually moved to a position in which she felt she could implement the changes required. However, as was outlined in Chapter Two, it is important to acknowledge that clarity of goals on the part of all of those involved in the implementation process is vital. In this case, although the PT was clear about what should be achieved and how, members of the department were unclear. As Gross (1971) pointed out, this can become magnified as the process continues.

It is apparent that as members of the department became better acquainted with the attainment targets and strands connected with Writing (SOED, 1991a, pp18-19) more constructive use was made of the assessment of Writing in that feedback to pupils in Session 1993-94 became very individualised, thus reflecting the basic philosophy of the initiative that assessment:

... will improve the quality of learning and teaching if information gathered has a clear purpose, is collected systematically, and is used appropriately.  
(SOED, 1991b, p3)

However, as the members of the Department attempted to assign levels to pupils' writing [EDM October 1993] it was felt that

unlike their experience of the introduction of "S" Grade there was a "distinct lack of exemplar materials" from the SEB to facilitate this process [EDM 26/10/93]. The role of the SEB as provider of INSET and of INSET materials with regard to "S" Grade English was highlighted as being particularly significant by the HMI (SOED, 1992b, par. 4.31, p21). The whole process of attempting to assign levels made the members of the department realise the extent to which they had been assessing pupils' writing in a holistic manner as opposed to the more directly analytical process required by the "Guidelines on English Language 5-14" (SOED, 1991a). In addition the members of the department were still aware that many of the problems inherent in the assessment of Writing, as outlined in Appendix 6:14, required to be addressed. The moderation process was considered to be the best forum in which to address these issues [EDM 1/3/94].

It is interesting to note that unlike most Departmental Meetings, members of the department perceived these meetings as useful. This can be attributed to the fact that no decisions required to be made and so the PT did not automatically assume an autocratic role and also that members of the department could "air their views". This, in turn, led to a sense of fulfilment and value as a professional on the part of members of the department..

Clydesdale Primary School had a school assessment policy prior to the introduction and the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) and the "Guidelines on Assessment 5-14" (SOED, 1991b). However, like most primary schools in Scotland (Black *et al.*, 1989) this was of a very limited nature with regard to individual subject areas and elements within these areas. In the light of this the class teacher was at liberty to assess in whatever way and whenever he/she wished. The only requirement which had to be met was that of reporting to parents twice yearly.

Unlike the situation which existed in Clydesdale High School there was no shift in the basic forms of assessment utilised in the



element of Writing, only a formalisation and an increase in the amount of information which the teacher was required to record. This situation resulted from the fact that the assessment of skills in English Language was primarily of a formative and diagnostic nature: assessment was far more closely associated with learning and teaching. The P7 teacher did not assess a piece of written work to award a grade but to find out what had been learned. If this process resulted in those pupils with problems being given additional help to overcome their difficulties or if it allowed those who had "mastered" what they had learned to progress to more demanding work, assessment can be viewed as a powerful tool in supporting effective teaching and learning (SOED, 1989b, par. 1.3, p2). Although theoretically this was an example of "good practice", in reality due to the way in which the groups were structured and organised within the classroom, there was a "ceiling" to the level to which an individual pupil could progress within a particular group. This stresses the role of assessment within the whole teaching and learning process as was outlined in Chapter Two.

At the beginning of the period in which the research was being carried out, the P7 teacher wrote a comment upon each individual piece of writing. The comment was always very general, but was positive "Good. You know what you are doing here.". The teacher would then go on to comment upon particular aspects of the writing in terms of content, structure, punctuation, spelling and presentation. Although she did not follow any school-based policy with regard to the format of her comments, nor did she formalise her comments in any way for reporting purposes, however, a clear structure could be detected within her comments as a whole and this tended to be applied consistently to all pupils.

During session 1992-93, when the staff of Clydesdale Primary School were in the process of formulating an English Language policy, the P7 teacher began to formalise her methods of assessing pupils' pieces of written work. Initially, due to the fact

that there are so many different aspects to assess in a piece of writing, the P7 teacher drew up a list of criteria which she felt were priorities in this particular element (Appendix 6:18). Her comment box allowed her, over a period of time, to build up a more formalised picture of the progression, or "development needs" (SOED, 1992a, p10) of each individual pupil.

The reasons behind the introduction of this method of assessing pieces of written work can be traced to the "Guidelines on English Language 5-14" (SOED, 1991a), "Guidelines on Assessment 5-14" (SOED, 1991b) and "Guidelines on Reporting 5-14" (SOED, 1992a). After reading these documents the P7 teacher became more aware that much of her assessment had tended to happen on an ad hoc basis and that formal recording had been slight. She was in no doubt that she acquired a great deal of sophisticated knowledge about the pupils she taught, but that much of it was tacit and unrecorded. She admitted [PC 68] that it may well have been the case that such a tacit knowledge fed the intuitive and creative aspects of teaching, aspects which she felt made the job "fulfilling" and "human", but she had become very aware that intuition could lead to distortions in perception if it was unsupported. Indeed, in the light of the documents she felt that the identification of skills and abilities in this way would "raise aspirations about what individual pupils can do" [PC 68].

Although this was the first attempt which the teacher had made in the area of formalising her assessment of the element of Writing she felt that, in retrospect, although it was relatively simple; the simplicity facilitated ease of use and adaptation to the needs of individual pupils. Her main concern, which was voiced when she discussed this matter with the English Language Policy Working Group, was that the report format which was in use throughout the upper school at that particular time did not lend itself to allowing her to make the type of detailed comments that she would have wished (Appendix 6:19). However, she did qualify this misgiving by stating that she could discuss the work

of individual pupils in more depth at parents' evenings which were held at regular intervals [PC 68].

The manner in which the P7 teacher interpreted the guidelines in this area is a situation which the HMI hoped would arise:

It is essential if there is to be any real sense of ownership of this initiative [CAS87] that teachers are encouraged to use their professional expertise to facilitate adaptation to local circumstances.  
[PC 1]

It should, however, be highlighted that the administrative practice of the HT is a factor which must be taken into consideration here.

With the introduction of National Testing in Writing in session 1991-92, the P7 teacher was involved in the administration and marking of Writing tests. This gave her access to the criteria and method of marking recommended by the SEB (SEB, 1992). She felt very strongly that this experience, and the experience of successive years, was a major influence upon the way in which she then assessed a piece of writing:

I feel I know a little bit more about what I should be doing. It was the first time that I had to mark according to outside criteria. ... Secondary teachers do that all the time.  
[PC 69]

Initially she found the whole process "extremely time consuming" and she felt that she required help from the AHT due to the fact that she was "constantly questioning her own judgement" with regard to many of the aspects of assessment. She felt that she had "become more aware or sensitive" to many of the problems with regard to the assessment of the element of Writing. She was aware, and indeed still was at the end of the period of research, that there are "no overnight or easy solutions". Like her colleagues in Clydesdale High School she felt that the

provision of more exemplar material in this area would have been beneficial, especially in the light of the fact that as a result of her experience of the marking of National Tests in Writing, she felt that she lacked subject expertise" in this area [PC 69].

From interviews, it is apparent that two other factors, which are a direct result of the implementation of the initiative CAS87, can be attributed as having influenced the way in which the P7 teacher at Clydesdale Primary School assessed pieces of writing. These are:

- 1 the provision of Primary/Secondary liaison on a subject basis through the Self Help Group
- 2 the production of a document entitled "Writing Development" by members of the Self Help Group

The provision of the facility of discussion about specific issues in the area of assessment, particularly that of Writing, with the PT (English) and with other primary teachers, was considered especially beneficial by the P7 teacher. It should be noted that within the organisation of most primary schools there is normally little, if any, provision for non-contact time to enable discussion such as this to take place. The provision by the Division of such INSET time should therefore be viewed as an attempt to ameliorate a fundamental weakness which has existed in primary schools.

However, the situation described above must be viewed in the light of the fact that she did consider herself to be lacking in "subject expertise" in this area. At this point in time the P7 teacher had become more aware of the need for summative assessments at the end of each unit of writing work. The texts which were used, in the main, to promote writing, "Reasons for Writing 4" (Warlow, 1985) and "Directions" (Cooper, 1982), supplied assessment sheets which were used for these purposes. The P7 teacher considered these to be "less than ideal" but



pressure of time prevented her from adapting them or even devising her own. A major point which was made was that these discussions allayed fears which she had regarding the area of summative assessment. She felt that the exchange of ideas in the area of profiling specific skills was also "of great help" in the development of a profile which could be utilised in the upper primary school. At the end of the period of research this area of development was still being pursued due to the fact that the HT regarded it as a particular area of weakness in the school [PC 62].

The document "Writing Development" was based on the "Guidelines on English Language 5-14" (SOED, 1991a), the "Guidelines on Assessment 5-14" (SOED, 1991b) and the Marking Instructions for National Tests (SEB, 1992). This document was considered particularly useful in that the P7 teacher felt that it "drew together" all the recommendations of the respective documents in to one and allowed teachers to evaluate them as a "cohesive whole" [PC 68].

The production of this document resulted from the Self Help Group initiative which was established by the Division in 1990. This form of INSET training was considered, at a Divisional level, to be particularly valuable because it was a forum at which classroom teachers could voice their opinions and collectively discuss problems and possible solutions [PC 26]. Such a forum enhances a sense of professional worth among teachers.

One particularly striking feature of the teaching of Writing in Clydesdale Primary School which deserves to be highlighted was the context for some of the writing tasks. The P7 teacher introduced models of the genre for the pupils to engage with. With these models, the teacher was able to "tease out" what the pupils already knew about how writing is differentiated by audience and purpose and how such dynamics influence the choices they make within the different "levels" of the language system - layout, discourse, structure, cohesion, grammar, vocabulary. The writing tasks were, in the main, firmly located



within the realm of the pupils' own interests and concerns - a well known fairy story, a favourite meal, an endangered environment, their own school - and great use was made of all areas of the curriculum. Where necessary the teacher supplemented the pupils' prior knowledge with opportunities for direct experience e.g. interviewing the intended audience or cooking a pizza, so that they came to the task of shaping their thoughts on the topic as genuine "experts". In addition, the teacher built in opportunities for discussion and for joint collaboration in the process. Lastly, the teacher scaffolded the pupils' interaction with interventions, making the pupils' implicit Language knowledge explicit at points where this would help, and indeed did help, learning move forward.

What is impressive here is not only the imaginative vitality of the starting points and contexts in which reflection takes place, enriching the learning experience rather than reducing it to arid formalism as so often has been the case in secondary schools, but the quality of the teacher's own reflections. It can be seen that such an input into the setting of a task has a direct effect upon the quality of the written work and therefore on its assessment. This was a situation which the compilers of the National Tests in Writing hoped to emulate:

It is vital, if we are to retain our credibility, that the tests emulate, as far as possible, classroom practice. ... One of the ways in which we have tried to do this is to insist that they [the National Tests] be compiled by classroom teachers.  
[PC 15].

As outlined in Chapter Four, this is one of the main differences which exists between the situation in Scotland and that in England and Wales.

### 6.3.2 Reading

Reading in its various forms continues to be at the heart of effective English teaching today.

(SOED, 1992b, par. 6.1, p33)

As in most Scottish Secondary schools, literature forms the basis of the English curriculum at Clydesdale High School. Prior to the introduction of the initiative CAS87 Reading was assessed by means of an examination in which pupils were expected to write critically about a book, a play or a poem of their own choice, and to complete an interpretation exercise. The introduction of "S" Grade, however, made members of the department aware of the importance of continuous assessment in this area [EDM 26/1/88] and in session 1989-90 pupils in S1 and S2 were allowed to submit an extended piece of critical writing on an item of literature of their own choice, for consideration for their final grade. The area of close reading, however, was still assessed by an examination in which all pupils sat the same paper in the same time, regardless of ability.

The situation with regard to the assessment of this extended piece of critical evaluation of Reading was very similar to that which existed with regard to the extended response to Writing (Appendix 6:14). As a direct result of this, the assessment of both of these types of work was viewed in the same light by the PT. As with the situation which existed with regard to the assessment of Writing, the PT was unable to make a decision about which particular criteria should be applied to the assessment of Reading and all that members of the department were asked to do was to allocate a Grade (1-7) to each piece [EDM 16/8/89]. Once again it was felt by members of the department that, due to the lack of guidance as to which criteria should be applied and how they should be applied, the influence of the "S" Grade criteria was particularly strong. Although this was an entirely unacceptable situation, unlike the situation which existed with regard to Writing, there was no discussion of the problems

associated with the assessment of Reading which the PT saw as "not a problem" and "would proceed as with Writing" [EDM 16/8/89]. This situation continued until the APT produced grids for assessing Reading in March 1990 in response to the Divisional directive concerning curriculum and assessment procedures in S1 and S2 (Appendix 6:20).

It is interesting to note that, as in the case with Writing, it was the APT who reacted positively to the Divisional directive. Clearly, the PT was exercising his authority by delegating such tasks, but in the light of an examination of his previous administrative style, this can be viewed as a method of avoiding his responsibilities.

The influence of the "S" Grade GRCs is once again very evident, but in this case, unlike that of Writing, the only comment made upon these criteria was that the use of technically sophisticated language would provide little feedback to the pupils. Although teachers were, in theory, using these grids, it was apparent that they were, in practice, ignoring the criteria and grading in a holistic manner. Under the circumstances such moves can be defended on the grounds of "professional judgement".

As with Writing, although a moderation procedure was outlined, this was not adhered to by the PT and so no check could be made as to how these criteria were being applied. It should be stressed that in addition to the lack of moderation there was no monitoring of the type of tasks which individual teachers set their respective pupils in this area. Due to the fact that there were no units of work in place at this point in time there was little continuity in this area. There was no direct minuted discussion about what was happening with regard to the use of these grids in the assessment of Reading, so it can be implied that it was not seen as a major concern by the PT or by members of the department. The changes which were made to the grids [EDM 9/10/91] were made as a direct result of the fact that changes were being made to the assessment grid for Writing and

so they cannot be attributed to any real dissatisfaction with the grids themselves (Appendix 6:21). As with the situation which existed with regard to the use of such grids for the assessment of Writing the appointment of the new PT in January 1992 negated the need for any discussion of the matter in the area of Reading.

Immediately on her appointment, the new PT, without prior discussion with members of her department including the APT who had made the previous amendments, implemented an assessment system for Reading which was very similar to that which she implemented for the assessment of Writing. The system which she implemented reflected the "Guidelines on English Language 5-14" (SOED, 1991a), the "Guidelines on Assessment 5-14" (SOED, 1991b) and "Working Paper No 11 Reporting 5-14" (SOED, 1991d). The relevant changes were made to departmental policy documents and new labels were issued (Appendix 6:22).

The use of these new labels for assessment implied that, as in the case of Writing, the Department was now defining for pupils the criteria by which progress in Reading would be judged. This has been noted as a example of good practice (SOED, 1992b, par. 6.31, p44) and, as recommended by the HMI (*Ibid.*) facilitated the completion of the new profiling system which the PT was introducing. Moreover, the system whereby extended pieces of critical evaluation of Reading were to be moderated was not only outlined but adhered to.

When considering the assessment of extended responses to Reading, it should be taken into consideration that the department had had a commitment to this area of the curriculum for a considerable length of time. Clydesdale High School is situated in a predominantly rural community. There is no library, although the public do have access to a mobile library van on a weekly basis. Until January 1994 there was no book shop in the town. Although the school has a well stocked library, the difficulty of obtaining and then retaining school librarians has



always been a problem and so access to library facilities has frequently been restricted.

Since 1976 pupils in S1 and S2 had been encouraged to write a review of personal reading at least twice in each session:

### READING

The best type of homework is regular reading, not exclusively of literary texts, especially if it is undertaken at the pupil's own volition. This is something we should encourage by whatever means we can. The school library is well-stocked with most types of books. We aim to give each class access to the library during one English period per week. In collaboration with the librarian we should make pupils aware of how the library is organised and what it has to offer them. This may be done through book lists. Pupils should produced two reviews of personal reading per year in S1 and S2.

(Notes for the Guidance of Staff, English Department, Clydesdale High School, 1976)

In the light of "S" Grade and then Revised "H" Grade it was considered by members of the department that this activity should be encouraged. The PT (Acting) had a special interest in this area of the curriculum and so, taking into consideration the problems which pupils could encounter obtaining access to books, it was decided to formalise and expand the system by which the department encouraged and taught personal reading. This decision was further motivated by the inclusion of the strand Reading for enjoyment in the "Guidelines on English Language 5-14" (SOED, 1991a, pp38-39) and an increase in the per capita allowance to facilitate the implementation of the initiative CAS87.

During session 1991-92, Clydesdale High School was designated a "Maths" school in terms of the manner in which the Division had decided to implement the initiative CAS87. Although members of the English Department were auditing their courses and



resources in the light of "Working Paper No 2 English Language 5-14" (SOED, 1990a) and subsequently the "Guidelines on English Language 5-14" (SOED, 1991a), no major changes were made until session 1992-93. The Department had always been proud of its achievements in the area of personal reading and so the decision to spend the additional per capita allowance in this area was "considered a very worthwhile investment" [EDM 6/11/91] by all members of the department.

A Personal Reading Trolley containing a large variety of texts, differentiated by level of difficulty, and a selection of worksheets from "Take Any Book" (Bain and Cooper, 1989), "Reading Alive" (Black, 1991) and "Gryphon Books - Fiction File 11-20" (Jones, 1989), was assembled and trialled by the APT during the spring term of session 1991-92. Such was the success of this venture that all S1 and S2 classes during the subsequent sessions have had access to this experience. Although assessment of personal reading in S1 was carried out through the completion of commercially produced worksheets it was felt that the use of these initially facilitated the move to the writing of a longer review of personal reading by means of the computer programme "Bookstore" (Austin and Love, 1991) in S2. Due to the fact that all staff were very familiar with this area of the "Guidelines on English Language 5-14" (SOED, 1991a) and the fact that it was taught in a highly structured way, the problems with the assessment of personal reading did not give rise to cause for concern. The comments by the HMI in this area should be taken into consideration:

HM Inspectors consider that, as a continuation of the work of primary schools, English courses in S1 and S2 should encourage and guide pupils to develop personal interest in reading and should make sure that they have chances to talk and write about what they have read ... Departments which do this appreciate fully that stimulating personal reading is

one vital means of ensuring that pupils can work at their own appropriately challenging levels.

(SOED, 1992b, par. 6.23, pp40-41)

It can therefore be concluded that if the existing practice with regard to the teaching of a particular aspect of an element is good, has been agreed upon by all members of the department and the assessment system is understood by all those involved, there will be very few problems with the implementation of the initiative in this particular area. Such as situation can be viewed as illustrative of the significance of the fidelity perspective to change (Berman, 1980) , as outlined in Chapter Two. Here the "Guidelines on English Language 5-14" (SOED, 1991a) [the developer] are building upon an already developed innovation within the Department. Moreover, it should be taken into consideration that the Department was therefore predisposed to change and the provision of additional funding facilitated the process. Efficacious implementation of change, in this instance, can be attributed to a combination of the inter-relation of factors within the process of change as highlighted in Chapter Two.

Although members of the English Department at Clydesdale High School decided to change to a system of continuous assessment for extended critical responses to reading during Session 1988-89, the element of close reading in an examinable form, was retained until the end of Session 1991-92. From the data collected in this case study, this decision can be attributed to the factors of accountability and lack of comparable close reading passages within units of work.

When the department initially discussed moving to a system of continuous assessment in the element of Reading [EDM 6/9/88] the PT and APT "because of difficulties of text comparability" decided that all pupils should sit "a common test of close reading". It should be highlighted at this point that the influence of "S" Grade where pupils, at that particular time, could sit Close Reading Papers at three different levels (Foundation, General and

Credit) was totally ignored. The problems of assessing one element in this way when all the other elements were being assessed on the basis of continuous assessment was raised [EDM 15/5/89] and although it was acknowledged that it was "a very difficult situation" and a temporary strategy of "mini-type passages and questions for comparable close reading passages" was suggested, nothing was done about this. The PT felt that "he did not really want to tackle this problem" because "parents expected their children to be sitting some type of exam" and any move away from this "would raise problems of accountability to parents" [EDM 15/5/89]. He therefore did not enforce the decision which was taken by the majority of members of the department. Due to the fact that the school assessment system still required that the English Department enter a Grade (1-7) for each pupil, the PT was able to defend his decision to retain this examinable element.

The decision of the PT to ignore the consensus of opinion among members of his department can be viewed as an example of his influence as a key player at this level and may initially appear as anomalous with his style of decision-making. However, in this instance, although this anomaly can be traced to the PT's increasing awareness of his accountability in terms of assessment, it can also be attributed to his "conservatism" and desire to retain a "familiar, reliable construction of reality" (Marris, 1975, p7). Such an apparently anomalous situation highlights the importance of these two facets within the process of change.

On her appointment in January 1992, the new PT became aware of the fact that there were very few units of work in existence in the Department. She therefore made their production a priority in terms of her Development Plan [EDM 12/2/92]. In the short-term, however, she realised that she had no choice but to continue with the programme of assessment which the PT (Acting) had initiated in August 1991. This programme of assessment included the examinable element of close reading.

The close reading examinations which the pupils in S1 and S2 sat during this session were very traditional in both format and question style and did not reflect the recommendations made with regard to this area in the "Guidelines on English Language 5-14" (SOED, 1991a, pp16-17). The concept of the "cut-off" score used at "S" Grade was applied to facilitate the allocation of a grade to individual pupils.

During Session 1992-93, as a result of the fact that the English Department had embarked upon the process of implementation of the "Guidelines on English Language 5-14" (SOED, 1991a), and the "Guidelines on Assessment 5-14" (SOED, 1991b) it became apparent that the Department would no longer be able to use the school's assessment and reporting structure of the allocation of a Grade (1-7). Resultantly, the PT decided that the examinable element of close reading was "no longer either appropriate or required" [EDM 16/6/92]. Each unit of work which was produced incorporated an element of close reading which was far closer to that envisaged by the "Guidelines on English Language 5-14" (SOED, 1991a) or, more importantly, that utilised in the National Tests than the exam was.

The influence of the National Test format can be seen in this example from a unit of work compiled by the PT for use with S1 classes:

### Chapter Three

Which of the following statements are True or False?  
Tick the appropriate box.

<u>STATEMENT</u>	<u>TRUE</u>	<u>FALSE</u>
1 Annabel made a mistake and called her dad, "Daddy".		
2 Ape Face liked fried eggs.		
3 Their breakfast cereal was called "Sugar Coated Snappy Crackles"		
4 Annabel felt strange meeting herself.		
5 Annabel realised her real self was very rude to her mother.		
6 Annabel and her brother argued a lot.		
7 Their dog's name was Max		

("Freaky Friday" by Mary Rogers)

It should be highlighted at this point that these close reading passages were not differentiated according to ability, although the pupil's progress in this area was entered in his/her profile. It was not until the department received a copy of a Regionally produced pack of "Differentiated Close Reading Materials for S1" (Strathclyde Regional Council, 1993e) in August 1993 that members of the department could, with a degree of confidence, begin to differentiate the close reading passages which were in existing units. It has been noted [EDM 11/1/94] that such a process was "extremely time consuming" and that "an input from Learning Support" was essential. As discussed in Chapter Four, the use of external testing could encourage the use of instruction methods that resemble tests. Although, in this case, the changes which were made with regard to close reading cannot be attributed solely to the influence of the National Tests, they were clearly an important consideration.



As with the situation which existed with regard to Writing, the more familiar members of the department became with the attainment targets and strands for Reading (SOED, 1991a, pp16-17), the more constructive the use which was made of the assessment of Reading in that feedback to pupils in Session 1993-94 was once again very individualised, and reflected the basic philosophy of the initiative CAS87. It should be highlighted that this was the situation which the HMI hoped would arise:

We [the HMI] are hopeful that through implementing the initiative [CAS 87] pupils will be provided, as far as is humanly possible, with learning situations which are appropriate to them as individuals. ... This should ultimately lead to the provision of more effective and efficient teaching and learning.  
[PC 1]

While the lack of exemplar material from the SEB which would facilitate the assigning of a level to a pupil's Reading was noted, it was not considered to be as important as the lack of exemplar material in the area of Writing. Moreover, when the Department discussed the manner in which they would carry out the National Tests during Session 1993-94 [EDM 30/11/93], although the PT had decided that the department should carry out National Testing at Reading Level E, the members of the department were in total agreement. This consensus was as a result of the fact that they considered the problems which they would encounter in the administration and marking of the assessment of Reading would be far fewer than those which they would encounter in the assessment of Writing. Another consideration was that Reading would be "less time consuming" [EDM 30/11/93] in a year in which the members of the department considered their workload in the area of the implementation of the initiative CAS87 to have increased considerably.

The emergence of such a consensus view can be considered as quite unusual in the light of the manner in which decisions were normally taken. Although the influence of the PT is clear, the

emergence of this consensus can be viewed, especially in the light of the increasing workload, as an example of members of the department recognising the professional demands being made upon them. Increasing importance is being placed on the sharing of expertise to support colleagues and to alleviate the workload at this point in the process of change.

This increase in work load is borne out by articles in the press such as "Times Educational Supplement, Scotland" 21st January, 1994 and the fact that the Educational Institute of Scotland (EIS) on 18th March, 1994:

... took the decision to ballot its members on a union call to refuse to co-operate with the Government's wide-ranging reforms of primary and secondary education.

(Wilson, 1994)

In Clydesdale Primary School the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) had very little impact on the teaching and assessment of Reading. From the findings of this case study this can be attributed to the fact that literature does not play such a central role in the Language curriculum as it does in a secondary school and that the primary school did not base its evaluation of Reading (aloud, critical or close) on units of work which the teacher herself had devised to fulfil the recommendations of the "Guidelines on English Language 5-14" (SOED, 1991a) but upon a commercially produced scheme: Ginn 360 (Britton *et al.*, 1978).

The Ginn 360 Reading Scheme was in use in Clydesdale Primary School prior to the introduction of the initiative CAS87. The particular Ginn 360 Reading Scheme in use was published in 1981 (second edition) and as such did not reflect the changes which have taken place in the assessment of Reading since that date. However, the Ginn 360 Reading Scheme, like all the Ginn Schemes in Reading, Writing, Listening and Talking, had been

revised in terms of the "Guidelines on English Language 5-14" (SOED, 1991a) but the HT pointed out [PC 62] that although "he was well aware that there were deficiencies with the scheme", the cost "of replacing this scheme throughout the whole school was prohibitive."

In the P7 class the pupils progressed through each of the Ginn 360 Levels at basically their own pace. The teacher, however, did like to keep a specific group working at a specific level, and so periodically there was a "catching up" phase which was completed at home. The differences between the group in terms of the scheme was so great that pupils could not be moved from one group to another. Such a situation implied that the assessment procedures which were being employed with regard to Reading were not being used "as an integral part of effective learning and teaching" (SOED, 1991b, p12) in the manner envisaged by the initiative and prevented, rather than encouraged, the movement of pupils among groups. As outlined earlier this is not the situation which the HMI had hoped would emerge [PC 8].

While the teacher felt that the scheme provided a "comprehensive and varied use of texts" [PC 69] she highlighted the fact that the content of the texts at Level 12 was too difficult for all but "the high flyers". This can be illustrated by reference to "Anansi's Fishing Expedition" (Ginn 360, Level 12). While it should be taken into consideration that such passages are aimed at the most able pupils, it is apparent that the content of this passage would be of little interest to that particular age group. In such circumstances there is a high "boredom-factor" and a low "motivation-factor" - a situation which does not lead to effective learning.

Unlike the Units of Work which are used in the secondary school, and the National Tests, there is little variation in the types of questions which are used to assess comprehension of such passages. In the main they fall into three categories:

1 the structured question

e.g.

1 Do you think Anansi deserved the beating he got in the end?

2 Give your reason for thinking so.

(Ginn 360, Level 12, 1.7)

2 sentence completion

e.g.

Copy out the first part of these sentences and then complete them by trying to imagine what could have happened in the different circumstances.

If Anene had been so amused by the trick he was playing on Anansi that he burst out laughing then ....

(Ginn 360, Level 12, 1.7)

3 dictionary exercises

e.g.

Look carefully at the sentences below. Rewrite them replacing the underlined phrases with words of your own. Use a dictionary and your imagination to help you.

"I intend to crack on more sail," said Stuart

"Foul means!" said the man. "I want this to be a boat race, not a naval engagement."

(Ginn 360, Level 12, 1.4)

While the problems with the assessment of these three types of questions have been outlined in Appendix 6:14, the rather archaic nature of the questions and particularly that of the vocabulary in the dictionary exercise, calls into question the relevance of such means of assessing Reading.

The marking of these assessments was carried out in the traditional form of a tick or cross. If the pupil got the question wrong he/she was required to do it again. With regard to the sentence completion, the teacher would sometimes comment in writing, or verbally, if the pupil had not been able to think of an appropriate answer. If these types of assessment of Reading

were to be used for diagnostic purposes, they were not providing a great deal of information from which the teacher could formulate comments regarding Development Needs and Next Steps as is required by the "Guidelines on Reporting 5-14" (SOED, 1992a, p10), nor were they providing a great deal of information with regard to the assigning of a level to individual pupils when the National Tests, one of whose main aims is "to assist in the development of coherent and systematic assessment policies and practices in schools" (SOED, 1990d, par. 5) are so different in format with regard to Reading from that which the pupils experience in the classroom.

This situation may be attributed to the way in which primary teachers viewed language acquisition and its assessment [PC 8]. Moreover, it could be considered a good example of a primary teacher's inability to make the transition to the new conceptualisation of language which is inherent within the "Guidelines on English Language 5-14" (SOED, 1991a). As outlined in Chapter Two, a possible alteration of beliefs required by a specific change is difficult to achieve, but is, however, essential, if efficacious implementation is to be achieved. It shows the extent to which implementation, at a local level, is dependent upon the beliefs and subsequent influence of key players.

It should be highlighted that unlike the situation which existed in the secondary school with regard to Reading, where the teacher used a text or texts on which to base all of his/her Language work, the P7 teacher used Ginn 360 specifically for the assessment of Reading. In addition, with the exception of the strand Reading for Enjoyment, and the strand Reflection on the Writer's ideas and craft (SOED, 1991a, pp16-17) with regard to poetry, she used the scheme for the assessment of all of the strands of Reading. She was aware [PC 69] of the many weaknesses which were inherent in the scheme with regard to its compatibility with the philosophy of the "Guidelines on English



Language 5-14" (SOED, 1991a) and "Guidelines on Assessment 5-14" (SOED, 1991b) such as:

<u>STRAND</u>	<u>COMMENT</u>
Reflection on the writer's ideas and craft	Tends to be long winded and turn pupils off. Very artificial and rather old fashioned.

She was also very aware of the cost of replacing the scheme with another scheme which had not, as yet, had time to be piloted and revised in the light of the implementation of the initiative CAS87.

The only change which the P7 teacher made in her use of the Ginn 360 Reading Scheme as a result of the implementation of the initiative CAS87 was that she "tested" each pupil at least once per term using an Assessment Sheet: an unseen passage and questions. It must be highlighted that although the pupils would be familiar with the format of such an assessment, once again, it bears little resemblance to that advocated by the "Guidelines on English Language 5-14" (SOED, 1991a) or the type of format used by the National Tests in Reading. Initially, such a situation can be viewed as incongruous since the P7 teacher placed a great deal of emphasis on the National Tests:

We [the teachers] really have no choice here. The tests exist and I feel that it's my duty as a teacher to make sure that my children do the best they can in these tests. ... Of course I'll use the old tests to give the children practice. It's one of the best ways for them to learn what they'll be expected to do.  
[PC 67].

As highlighted in Chapter Four this is exactly the situation which the HMI hope would be achieved and is one of the main differences in the use made of National Tests in Scotland and in England and Wales. However, it must be noted that the P7 teacher would also have liked to have been able to use a reading

scheme which was closer to what the pupils would meet in the National Tests than Ginn 360:

... an ideal situation would be one in which we [the school] are able to replace Ginn 360 with a new scheme. ... It would be super if the children could regularly meet questions like the ones in the tests. ... As far as I'm concerned the more practice they get, the better.  
[PC 67]

This situation illustrates the influence which the National Tests could have had upon the P7 curriculum had local financial considerations not mitigated against it. This stresses the importance of resources at this stage in the process of implementation. It must be noted that this situation is similar to that which existed in Clydesdale High School but, in this case, the P7 teacher was placing more emphasis on the National Tests. It can be deduced that the P7 teacher felt that she was more accountable in terms of her National Test results than her secondary colleagues. As outlined in Chapter Four, a major concern about the introduction of National Testing was that teachers would possibly increase test practice rather than looking for ways to improve learning or to enrich pupils' activities. As can be seen, this could ultimately lead to a narrowing of the curriculum.

As in Clydesdale High School, the main method by which the strand Reading for Enjoyment was assessed was by means of a review of a book of the pupil's own choice. This format was one which was used in both P6 and P7 in Clydesdale Primary School. All pupils had a Personal Reading jotter in the back of which they entered, in tabular form, the title of the book, the name of the author and the date on which they finished reading the book. At the front of the jotter the pupils were expected to write a brief summary of the book, a comment about character and incident, and then a paragraph about what they liked or disliked about the book. There was very little teacher input into this exercise, and

it was an ongoing one, that is there was no specific time set aside for it. In the main, the pupils read at home or when they had finished a piece of work. The pupils knew that the amount and depth of what they were required to write was dependent upon which group they were in. For example, the pupils in the Owls (1993-94) knew that they were expected to write a paragraph about character, incident and what they liked/disliked respectively. On the other hand, pupils in the Thrushes (1993-94) knew that the teacher would be satisfied with a summary and a very brief comment about one character and a line about what they liked/disliked in the book. Due to the fact that pupils in the Sparrows (1993-94) were unable to cope with the concept of character, the teacher encouraged these pupils to think about particular facets of the book by means of a commercially produced evaluation sheet. The teacher commented that she had found these sheets "particularly useful" [PC 69] but did highlight the fact that because ticking a box, for example:

6      What did you think of the book? (tick one box)

- ☐ It was one of the best books I've ever read
- ☐ I liked it very much
- ☐ It was all right
- ☐ I didn't like it very much
- ☐ I didn't like it at all.

(Ingram Reading Record Form, 1983)

was a very easy operation she did not know, with any certainty, just how much thinking the pupils were doing with regard to the evaluation of the book itself. This form of assessment cannot be viewed as serving any diagnostic purpose.

It can be regarded as significant that the P7 teacher did not allocate a specific period of time to personal reading. The most able pupils would always be more keen to read and, under normal circumstances, were the first to finish their work and so had more time for reading of this nature. It was, however, the less able pupils who had more problems and who should, in

theory, have been encouraged to spend more time on this area. However, it was these pupils who, in practice, were allowed less time. The teacher did not regard this area of the curriculum as a priority:

It [Reading for Pleasure] is so time consuming. ... I think that the method I've adopted is the easiest to mark and the easiest to keep track of. ... I don't think that we [teachers] will ever be able to get away from the fact that some children like and want to read and other's don't. ... I feel that my time is better spent on basics such as spelling and punctuation.  
[PC 69].

Unlike the situation which existed at Clydesdale High School, the teacher had very limited access to books for this exercise. The main sources were the class library, which was very limited, and the pupils themselves. There was no attempt to grade the texts according to level of difficulty and there was no guidance, on the part of the teacher, as to which were "suitable books" for particular levels of reading ability. As a result of this, the teacher cannot be viewed as catering for the individual needs of her pupils, which is a basic premise of the initiative (SOED, 1987b, p2, par. 7)

During the period in which this case study was being carried out the "top" group in each year was predominantly female (Gold (1991-92), Oak (1992-93), Owls (1993-94)). The girls in this group, without exception, were avid readers and discussed their reading among themselves. There was no opportunity to discuss books in a whole class situation. As a result of this, the group shared books and a pattern of reading all the books in a particular series emerged. At certain points in the year, depending on what was "in fashion", all members of the group would be reading, for example, "Sweet Valley High" (Pascall, 1984) or "Nancy Drew" (Keene, 1982) or "Point Horror" (Hippo Books, 1991). All of the books read belonged to the pupils themselves. Their lack of use of the class library was obvious.

A similar situation arose with the pupils in the less able group ((Silver (1991-92), Ash (1992-93), Sparrows (1993-94)) during the period in which this research was being carried out. The pupils in these groups read only books from the class library and the books which they read were always short and simple. In some instances pupils recorded in their Personal Reading jotters, that they had read the same book on two or more separate occasions because "I really liked it".

The P7 teacher was aware of both situations which have been outlined above and commented that [PC 69]:

... only the pupils who are inclined to read can be tempted to venture into new areas to extend their vocabulary etc. The reluctant reader tends to look for the easy option.

However, she did not appear to be concerned about it. Her main concern in this area was that the class library was very limited in terms of the range of books available to the pupils, but she felt that she could not justify the per capita expenditure on provision of more texts for only one strand of the "Guidelines on English Language 5-14" (SOED, 1991a). This, once again, illustrates the importance of the provision of adequate resources at this stage of the implementation process. Moreover, as outlined earlier, that the assessment of this strand was very time consuming and therefore she simply concentrated on the correction of secretarial errors. She did not feel that she could justify the time guiding reading or discussing the book reviews on a group or individual basis.

The P7 teacher commented that, in general, she had had "few problems" with the assessment of Reading since the introduction of the "Guidelines on English Language 5-14" (SOED, 1991a) and the "Guidelines on Assessment 5-14" (SOED 1991b). This was in direct contrast with the number of problems which she had encountered with the assessment of Writing [PC 69]. She highlighted the fact that there had been "very little discussion of



the assessment of Reading" with colleagues and she felt "basically at ease" with assessing what was required [PC 69].

It can be concluded from the findings of this case study that this situation has arisen due to the following factors:

- 1 familiarity with the Reading Scheme which was used as the main vehicle for assessment
- 2 there had been little change in the methodology used for delivering this area of the English Language curriculum

Although the teacher was aware that the scheme and the methods she was using for the delivery and assessment of this area of the English Language curriculum were limited and did not truly reflect the philosophy of the initiative CAS87, she appeared to be relatively unconcerned about this. This, once again, was in direct contrast with the situation which existed with regard to Writing and can be seen as an example of a "conservative reaction" to the process of change as outlined in Chapter Two. However, it should be highlighted that in this instance, it can be deduced that this "conservative impulse" arose not from any unwillingness or inability to change, as was the case with the PT English at Clydesdale High School, but from a general lack of awareness that change was required. Such a situation can be viewed as illustrative of the importance of INSET training at this point in the implementation process.

Moreover, the situation which existed with regard to the assessment of Reading should, however, be viewed in the light of the whole school situation. The P7 teacher was totally dependent upon a commercially produced text and, although she was aware that problems existed, the fact that any decision to change the text had to be taken at a whole school level implied that she had to use what was available to the best of her ability. Unlike the situation which existed with regard to Writing, the problems of the assessment of Reading had not been discussed at a whole school level as was the administrative practice of the

school. This can be attributed to the fact that the marking of the National Tests in Reading had not given rise to the same number of questions and problems as had the marking of the National Tests in Writing. In addition, when the P7 teacher's lack of subject expertise in the area of the assessment of Reading was taken into consideration, coupled with an increasing workload, her apparent lack of concern should be viewed as understandable. It can therefore be deduced that, in this case, no one facet was responsible for the lack of efficacy with regard to the implementation of changes in the element of Reading. Indeed, it can be viewed as stressing the fundamental complexity and inter-relatedness of factors in the process of implementation as highlighted in Chapter Two.

### 6.3.3 Listening

The situation with regard to the teaching and assessment of the element of Listening was a unique one in terms of the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) at Clydesdale High School. From the findings of this case study it has emerged that this is due to the following factors:

- 1 it is the one element which the members of the department felt that they were unable to assess separately
- 2 as a result of (1) above, there was no conscious attempt to incorporate separate Listening activities into the units of work which were the main method of delivering the curriculum in English Language

Due to the fact that all except one member of the department had been involved in, directly or indirectly, the assessment of Listening at "S" Grade (1985-88), the staff were well aware of the problems which existed with regard to the assessment of Listening as a separate element. It should be highlighted that

although this situation with respect to the problems associated with the assessment of Listening as a separate element had existed since the publication of "Working Paper No 2 English Language 5-14" (SOED, 1990a) there was no discussion of them at this point, nor when the PT issued the new format for profiling in February, 1992 [EDM]. Members of the department made comments on the respective strands of Listening, but these comments were all closely connected with comments which had been made with regard to Talking.

The problems inherent in this situation became clear when the PT monitored the use and completion of the profiles for the first time in December 1992 [EDM] and noted that "Listening was the area with least entries". Members of the department stressed that they still felt that "Listening could not really be assessed directly but only through the results of Talking" [EDM 1/2/93]. The APT was convinced that the SOED, in the light of the "S" Grade experience, would be unable to "sustain the argument for the assessment of Listening as a separate element" and so the PT altered the format of the Report Forms for S1 and S2 to include Listening in the same comment box as Talking [EDM 1/2/93] to illustrate this line of thought (Appendix 6:23). Further, she felt that "Listening comments should be carefully checked" and that "nothing was to be gained by contriving comments" [EDM 1/2/93]. This was felt to be particularly true with respect to the strand Knowledge About Language (SOED, 1991a, pp12-13) which all members of the department admitted that they were very insecure about assessing. It was agreed that no entries should be made for this strand until advice had been received from the EDS [EDM 1/2/93].

It should be highlighted that for the remaining period of the research, there was no further discussion of the problems associated with the assessment of Listening as a separate element, and nothing was done in terms of INSET provision to alleviate these problems. The assessment of the element of Listening was not considered a Departmental priority:

We should concentrate on Reading and Writing because we know that we'll have to test pupils in these areas and on Talking because I feel it's an integral part of the curriculum. ... We all know that Listening is nebulous. We've made provision for it on our profiles and I don't think that anyone [by implication the HMI] will say anything about it.  
[EDM February 1993]

From interviews and minutes in this case study, this can be traced to the following influences:

- 1 Listening was not an element to be assessed by means of National Testing
- 2 the problems of the assessment of Listening were such that the PT felt that it would not be an efficient use of time to attempt to remedy the situation. Her previous experience at "S" Grade reinforced this as did comments in the HMI Report on the teaching of English (SOED, 1992b, par. 5.5, p26).

The decision not to incorporate specific Listening activities into the units of work was a conscious one on the part of the PT. Although she amended the Guidelines on Planning an English Course/Syllabus in May 1992 to incorporate Listening:

Remember that over the two years we are aiming for progression and development of the Reading, Writing, Talking and Listening strands as detailed in the 5-14 Language Document.  
(Clydesdale High School, English Department Handbook, Strathclyde Regional Council, 1992b)

and included Listening in the features which should be present in a typical English unit of work:

... a balance of activities across Reading/Writing/  
Talking/Listening  
(Clydesdale High School, English Department Handbook,  
Strathclyde Regional Council, 1992b)

she firmly believed that:

Listening tasks should emerge, as much as possible  
from general language work in the class. Setting  
such a task as listening to an audio tape followed by  
asking pupils to recall features of what was said may  
be useful as an occasional strategy, but clearly  
listening emerges most naturally from social  
interactions and "real" contexts. It is strategies of  
these kinds which should form the largest part of  
listening activities.  
[EDM 14/9/92]

She was, however, keen to stress that:

... listening may include watching. Listening  
activities might, therefore, involve responding to  
drama, television programmes, body language and  
films, as well as to audience, radio or one-to-one  
talking, group discussion and solo talks to a group.  
Assessment information can be derived from  
recording such activities and the responses made to  
them, either on video or audio tape.  
[EDM 14/9/92]

In the light of her adoption of this philosophy, which very much  
reflected the philosophy of the "Guidelines on English Language  
5-14" (SOED, 1991a) with regard to the incorporation of Listening  
into the syllabus and towards the assessment of Listening as a  
separate element, she decided that the Department should trial a  
new grid which could be used for the assessment of both  
Listening and Talking. The new assessment grid which was  
adopted was taken from the SCCC development video entitled  
"Listening and Talking" (SCCC, 1992a). Although this video was  
used for the purposes of INSET training on 14/9/92 [EDM], the PT



directed all members of the department to the element of Talk and that of Listening was basically ignored (Appendix 6:24).

Members of the department found this grid to be extremely successful because it was thought that not only could it be used as a "running record" for Talk, but it "focus[ed] attention on the element of Listening" to a "limited extent as a separate element", which members of the department had felt that "they had hitherto ignored" [EDM 5/10/92].

This assessment grid was used by all members of the department until March 1994 when the PT decided that for the Talk moderation procedure which was to take place during April 1994 [EDM], the new assessment grids supplied by the Regional 5-14 Development Unit were to be used. These grids were solely concerned with the element of Talk, except for an apparent "hybrid" strand "Talking and Listening in Groups" (Appendix 6:25).

It is interesting to note, in the light of the above, that the HMI would make no comment with regard to the assessment of Listening:

The decision to include Listening as an assessable element was a deliberate one. It is considered that it should be looked upon as a separate element but, as is the case with all the other elements, it must also be viewed as inter-dependent. ... We [the HMI] are aware that there were problems with the assessment of Listening at "S" Grade, but there has been considerable progress in the field of assessment since then.

[PC 6]

Moreover, there was no discussion concerning the inclusion of Listening as a separate assessable element by RDG1. It did, however, appear in the HMI submission "Curriculum and Assessment 5-14, Language: An HMI Framework for Development" which was made to this committee. This can be

viewed as an example of the major influence which the SOED, through the HMI, have in the sphere of policy-making, as outlined in Chapter One, and subsequently on the agenda for change in Scotland. It can also be deduced from the emergence of this situation that a decision made by a key player at a national level [the HMI] was circumscribed by a decision made by a key player at a local level [the PT] and, as a result, efficacious implementation did not occur.

Although the P7 teacher in Clydesdale Primary School had always been very aware of the need to develop Listening and Talking skills, prior to the introduction of the initiative CAS87 there had been no systematic attempt to teach or assess these elements. It is interesting to note that unlike the situation which existed at Clydesdale High School, where the previous experience of members of the department with regard to the assessment of Listening and Talking led to a position in which members of the department felt that they could not reliably assess the elements of Listening and Talking separately, it can be concluded that, due to the fact that the teachers at Clydesdale Primary School had had no previous experience of formally assessing Listening and Talking, they felt that they were able to approach the teaching and assessment of them as two separate elements which was the situation envisaged by the HMI [PC 6]. Moreover, the method chosen for the teaching and assessment of Listening at Clydesdale Primary School, the use of Listening exercises with questions, was the method which had been firmly rejected by the PT (English) at Clydesdale High School.

As with the other elements, Reading and Writing, the main vehicle for the delivery and assessment of this element of English Language at Clydesdale Primary School was commercially produced texts. In the case of Listening, the text chosen was "Oracy" (Burgess, 1992) [PM April, 1992]. This text was chosen by all of the staff at a staff discussion about how they would tackle the teaching and assessment of the elements of Listening and Talking throughout the whole school. This text is graded in

levels 1-5 and since session 1992-93 has been used throughout the school, with P7 concentrating, in the main, on level 5.

Each level of the text "Oracy" (Burgess, 1992) consists of a tape on which there are a series of pre-recorded passages (fiction, non-fiction, dialogues etc.). These are accompanied by the appropriate sound effects. There is a set of multiple choice questions for each passage (Appendix 6:26).

In Clydesdale Primary School, the P7 teacher did not view the assessment of Listening as a continuous process. Indeed she consciously allocated specific periods of time within the English Language syllabus to the direct assessment of Listening by means of this text (August-October, January-February). Apart for the lower ability group in each session (Ash (1992-93), Sparrows (1993-94)), "Oracy" (Burgess, 1992) was used in the context of a whole class lesson; the teacher would play the tape and the pupils would answer the questions. Pupils in the lower ability group would be completing other language exercises at this point. In addition the text "Oracy" (Burgess, 1992) had a Listening Answer Form and Teacher Class Record Card which allowed both the teacher and the pupils to record the respective number of questions correct (Appendix 6:27). In each session the lower ability groups completed a similar exercise but using "Oracy" 4 (Burgess, 1992).

This method of assessing Listening is similar to that which was used at "S" Grade during the period 1985-1988 and the problems associated with it are those which led to its abandonment by the SEB in 1988 (Appendix 6:14). It is interesting to note, however, that the P7 teacher was totally unaware of this situation:

I know that Listening used to be part of "S" Grade and isn't any longer. ... I think it'll be very difficult to assess, but at least we've got the forms and Record Cards and instructions on how to do it [the assessment].

[PC 69]

and although she "did not particularly like or enjoy using this text", it was not on the grounds of the problems which were inherent in it with regard to assessment, but on the grounds that it was "extremely time consuming". This was due to the fact that:

... timetabling for the Listening unit has proved awkward for Listening in groups. Initially either the groups were too large or there were too many of them and it took a week - one group per day timetabled at some point - to complete all the relevant material for one activity and so it was decided to do it as a class lesson.

[PC 66]

She was also unhappy about the "lack of training of pupils" in this particular activity in the lower school:

... as this area was not formally taught except in the areas of the curriculum where a specific process e.g. Maths where the pupils need to listen carefully, the pupils found some of the stories too long with too much information.

[PC 66]

but she thought that:

It has proved that practice makes perfect! Now that the pupils are being trained in "Oracy" they are beginning to become more disciplined and can concentrate for longer spells. Hopefully as the years roll on this will produce better listeners.

[PC 69]

With regard to the strand Awareness of genre (SOED, 1991a, pp12-13) the teacher was particularly happy with using the commercially produced text "Oracy" (Burgess, 1992) because she felt that:

... professional reading of the texts enabled the pupils to listen to the tones of voice and the changes of



mood which often bring out characteristics common to certain styles of texts.  
[PC 69]

The P7 teacher was not concerned by the fact that she was only using one context for the formal assessment of Listening and that she was, in turn, not exposing her pupils to the variety of Listening contexts recommended in the "Guidelines on English Language 5-14" (SOED, 1991a, pp26-29). In addition she was aware of the fact that she was not really profiling an individual pupil's progress as recommended by the "Guidelines on Assessment 5-14" (SOED, 1991b, p15) and the "Guidelines on Reporting 5-14" (SOED, 1992a, pp9-11) but simply entering a series of marks on a sheet. This situation, however, should be considered in the light of the fact that the P7 teacher was only initially required to circle a letter on the Report Sheet. However, at the end of the period in which the research was being carried out she was required to enter the information. She encountered few problems in this area in that she simply equated a level of the text "Oracy" (Burgess, 1992) with a level of attainment, for example "Oracy" Level 5 = Level E. Making such an equivalence, however, cannot be justified in terms of assessment and illustrates the importance of clarity of both goals and means on the part of the teacher as was noted in Chapter Two.

From the findings of this case study, the view that the P7 teacher felt that she encountered few problems in this area should be considered in the light of the lack of subject expertise which the teacher had with regard to the assessment of Listening. She had had no INSET training. In addition, she was relying upon a commercially produced text and this gave her a feeling of security about what she was doing. A vital consideration was also that Listening was not an element which was tested at a National level and this, taken in conjunction with her increasing workload during the implementation phase, led her to perceive this element as being of secondary importance to those of Writing and Reading. It can therefore be deduced that the element of



accountability, both to parents in terms of reporting and National Testing in terms in assessment, can be seen as the most important factor in the lack of efficacy in the implementation of this element of the initiative.

#### 6.3.4 Talking

The element of Talking at Clydesdale High School had always been considered to be an important one. As a direct result of the emphasis which had been placed on the importance of the teaching and assessment of Talk in S3 and S4, the element of Talk was formally recognised as an assessable element in the S1 and S2 curricula at Clydesdale High School in May 1988 [EDM], although the PT was unable to make a decision as to how or what should be assessed within this element until 6/9/88 [EDM]. His decision was that Talk was to be based "on more than one of three purposes" and that "the "S" Grade GRC are to be used for the assessment of Talk in S1 and S2". As with the other elements it should be stressed that due to the fact that there were no units of work in place within the Department, each individual teacher was totally free to assess Talk by whatever task he/she wanted. In addition, there were no moderation procedures within the Department. The problems with this situation became apparent in December 1988 and the PT indicated:

... that members of the department had found the assessment of Talk time consuming and that although he had decided that it should be omitted for this first round of assessment, it would be included in the next round.

[EDM 13/12/88]

In the light of their experience at "S" Grade the members of the department did discuss the various problems and possible solutions to the situation with regard to the teaching and assessment of Talk in S1 and S2:

It is fugitive and difficult to moderate.

Possible solutions - extension type e.g. Talk video/SEB type grading; internal moderation e.g. all attempting the stand alone type of talk assignments with similar classes; extending departmental In-service type training e.g. using co-operative type swop overs etc.

[EDM 15/5/89]

The PT, however, did not address these problems or comment on the possible solutions. He simply highlighted the need to "proceed on all fronts", but he did not outline the ways in which he wanted the Department to proceed. As a result of this his decision was ignored. Although the element of Talk continued to appear in the assessment calendar for session 1989-90 there were, at the point in time when the respective assessments of Talk were to take place, no specific assessment grids for S1 and S2. All of the above can be viewed as consistent with the administrative style of the PT and emphasises his role as a key player at this level.

As with the situation which existed with regard to Writing and Reading, as a direct result of the Divisional initiative which made curriculum and assessment in S1 and S2 a priority for all English Departments in the light of the introduction of the initiative CAS87, the APT produced two grids, discussion and individual talk respectively, which were to be used for the assessment of Talk (Appendix 6:28).

The format of these grids was very similar to that used for the assessment of Talk at "S" Grade and the technical and rather formal way in which the comments were to be written indicated that pupils were going to obtain very little feedback from these grids. The Department, at this point in time, was still working under the restrictions imposed on it by Clydesdale High School's assessment policy which required that grades be submitted in terms of 1-7. This was reflected in the format and grading system adopted with regard to the assessment of Talk.

During the period between May 1990 and January 1992 [EDM], there was a growing recognition among members of the department that Talk, perceived as a "product", would result in a restricted, rather sterile conception of spoken language. This would in turn, constrain its essentially "fluid" nature. Moreover, it was becoming clear that one of most useful forms of assessment, certainly from the pupil's point of view and for diagnostic purposes, was the self-assessment which the teacher undertook in private with each pupil. In addition, there were also many occasions when "pupils can effectively and accurately assess each other's performance". As a result of this one member of the Department constructed and trialed self-assessment grids for Talk, Discussion and Individual (Appendix 6:29). Although the trialling of the self-assessment grids was highly successful in terms of the feedback it provided for both pupil and teacher, the fact that members of the department required to produce a summative grade made this seem "unrealistic" in terms of what was required.

The appointment of the new PT in January 1992, and the style of administrative practice which she adopted, taken in conjunction with the publication of the documents the "Guidelines on English Language 5-14" (SOED, 1991a), the "Guidelines on Assessment 5-14" (SOED, 1991b) and the "Working Paper No 11 Reporting 5-14" (SOED, 1991d) motivated a change with regard to the assessment, although significantly not initially the teaching, of Talk in S1 and S2 at Clydesdale High School.

As with the other elements, Writing, Reading and Listening, the PT immediately, and without prior discussion, initiated changes and innovations which included amending the departmental Policy with regard to Talk to reflect the recommendation made in the "Guidelines on English Language 5-14" (SOED, 1991a, pp14-15). This consisted of the inclusion of a Comment Bank for each of the levels. She defined exactly what had to be assessed which was in accordance with the recommendation of the HMI Report (SOED, 1992b, par. 5.17, p31) and she initiated a moderation

process for the assessment of Talk (February each session). It should be noted that this moderation process was adhered to.

Unlike the situation which existed with regard to Writing and Reading no new assessment grids were issued. This can be traced to the fact that although the PT was aware of the importance of Talk within the English curriculum, she was also aware of the "nebulous" and "fleeting" nature of the assessment process. She felt that if she attempted to ensure that a moderation procedure was carried out [EDM 27/4/92] she, and in turn the members of her staff, were not as "accountable" in this area as they were in the areas of Writing and Reading. Indeed, she drew attention to the fact that Talking, like Listening, was not assessed by means of National Testing and this was obviously an influence upon the time which can be spent on this area of the curriculum in a period of ever increasing workloads:

Our priority is Reading and Writing. I've decided that we should work on developing these areas of the curriculum in the light of 5-14. ... We've done quite well in the area of Talk and we'll not have to test the pupils in it. ... Our moderation procedures are quite good and I don't think that we need to make any changes at the moment.  
[EDM 5/10/93].

As a direct result of the fact that there were no units of work in place in the Department, the PT decided to use a percentage of the per capita allocation which had been reserved for the introduction of the initiative CAS87 to purchase "Talk About: Oral Skills in Context" (Corden, 1988) to facilitate the teaching and assessment of Talk in S1 and S2. This should be viewed as a very significant decision in that it was the only time at which a commercially produced text had been purchased. This decision can be attributed to a number of factors.

Firstly, very rarely does there exist the opportunity to purchase a text which can be "slotted into" the S1 and S2 English Language

curriculum in the manner in which this one could. This is due to the fact that literature and, in turn, the units of work which accompany the texts, are the main vehicle for the delivery and assessment of the English Language curriculum. Secondly, the high quality of the text was unusual. It consists of a number of exercises, all of which can be used independently of a core text and last approximately one to two periods. Each exercise is accompanied by copyright free Pupils' Sheet, Teacher's notes on pupils' activities, notes on cassette and Teacher's notes and answers. In addition the supplementary exercises can be adapted to suit local circumstances and work tackled in other subjects (Appendix 6:30). Thirdly, members of the department were concentrating on the production of units of work which, in the main, were concerned with the elements of Writing and Reading. In a period of ever increasing workloads with regard to the implementation of the initiative CAS87, the purchase of a "package" which could be used without requiring any development work was considered "extremely advantageous". Fourthly, due to the manner in which members of the department viewed the assessment of the element of Talk, as outlined above, the general feeling was that they were "less accountable" and so the purchase and use of a commercially produced text could be justified.

Although initially the main aim of the purchase of a commercially produced package was as a "stop gap", that is until the Department were able to incorporate sufficient opportunities for Talk into their units of work, it became apparent that the types of Talk activities which were incorporated into these units of work were remarkably similar and of three main types - Solo Talks (to whole class), Group Discussions of specific questions about the texts and scripted conversations:



### SOLO TALK

The child in the cottage is cruel to Pongo (Chapter Eight). Prepare a talk to be delivered to the class with "Cruelty to Animals as its theme.  
("101 Dalmatians")

"Fox-hunting should be banned."  
Prepare a talk which you will give to the class on this subject.  
("The Guardians")

### GROUP DISCUSSION

- 1 What is important/significant about the first word in the chapter?
- 2 Why is James a little unhappy with Simon?
- 3 Why does James decide to go through the mound of rubbish and what of special importance does he find there?
- 4 As a group, put into your own words what James discovers about what happened in 1856.  
("The Ghost of Thomas Kempe")

- 1 What was the cave according to Mike's theory?
- 2 "It was one of the moments which made him realise that this was a strange and alien land - that whole case of Mike's mind was foreign to his."  
What had caused this feeling?
- 3 How was Mike different to Rob?
- 4 Describe Mike and his way of life as fully as you can.
- 5 What does Mike's way of life remind you of?  
Who do you think is the woman who appears at the cave?  
Give reasons for your answer.  
("The Guardians")

## SCRIPTS

Prepare questions and then script interviews for one of the following:

- a A journalist interviewing any of the characters about what is happening to him/her.
  - b A police officer interviewing Sadie or Kevin about Mr Blake's death.
- ("Across the Barricades")

On page 180, the book says "So Mr Dearly rang up the Splendid Vet, who was delighted to be woken up and called out at nearly midnight on Christmas Eve. He and his wife arrived in a few minutes.

Would you be delighted?

With a partner, script and then tape record the conversation between Mr Dearly and the Splendid Vet or the conversation between the Splendid Vet and his wife. You may chose to make it as the author says it happened or how you think the people might react.

("101 Dalmatians")

Although they basically fulfilled the requirements for the assessment of the element of Talk, they did not truly ensure that:

... the range of oral activities is wide enough for all pupils to be able to participate at some level.

(HMI Report, 1992b, par. 5.7, p27)

and so the text "Talk About: Oral Skills in Context" (Corden, 1988) continued to be used by members of the department in addition to the context for Talk provided within the framework of the units of work.

As outlined in Chapter Two, innovation in terms of a set of materials and resources is the most visible aspect of change. From the situation outlined above, it can be deduced that it is the easiest to employ. It should be highlighted, however, that unlike the situation which existed at Clydesdale Primary School with

regard to the use of commercially produced texts to facilitate implementation, the teaching and assessment of Talk at Clydesdale High School was relatively well advanced in terms of subject expertise. The decision to purchase, and indeed to continue to use, a commercially produced text can therefore be viewed as being based upon sound professional judgement. The members of the department were not being required to make any changes in their beliefs or teaching strategies.

At the PAT session on 14/9/92 [EDM] and the following PAT session [EDM 21/9/92], the PT used the SCCC video "Listening and Talking 5-14" (SCCC, 1992a) as a form of INSET training. The feedback received from members of the department with regard to this video had a direct influence on the adoption of a new grid for the assessment of Talk and the format of the profiles for session 1993-94. Comments made and questions raised by the members of the department regarding the contents of this video could be arranged under specific headings (Appendix 6:31).

It can be seen from the amount of discussion and the questions which were generated that the use of this video as a means of INSET training proved extremely beneficial. Such a situation can be seen as validating the comments made with regard to the SEB's role in the use of the GRCs at "S" Grade (SOED, 1992b, par. 5.18, p31) and the importance which has been placed on such training:

Given the prominence of talking and listening in the "Guidelines on English Language 5-14" there will be a continuing need for staff training in this challenging area of the curriculum.  
(SOED, 1992b, par. 5.1, p25)

The lack of exemplar material for the assessment of Writing and Reading has been outlined above. In the light of the usefulness of the discussion generated by the use of this video for the assessment of Listening and Talking, the importance of the

provision of such material is emphasised. Moreover, although the HMI had stressed that the provision of INSET training was the responsibility of the Regions, and subsequently the Divisions, the importance which teachers placed upon the National provision of INSET materials is clear. This can be viewed as illustrating the point made in Chapter Two that the support of central administration, in this case in the provision of INSET materials, is essential if a nationwide change is to occur.

The use of the new assessment grid for Talk which accompanied the video (Appendix 6:24) was trialed by members of the department and it was noted that it was very much in keeping with the philosophy of the initiative CAS87 that "assessment is an important and integral part of the learning and teaching process" (SOED, 1991b, p64). Members of the department felt that this grid was flexible and "appropriate to their own particular needs". The grid was seen as being of help to the teacher:

... when he/she is making a decision about one particular performance in talking. The decision might involve highlighting a particular aspect that the teacher considers worth recording or commenting on.  
[EDM 5 /11/92]

The point was raised that there was no space for the awarding of a level and this was welcomed due to the fact that members of the department viewed:

... the awarding of a level as less important than the teaching process and giving the pupils help in ways to improve their performance.  
[EDM 5/11/92]

In addition it was felt that such a grid highlighted the fact that:

... for any single assessment episode the teacher may observe only some of the activities described. There is no suggestion that a pupil needs to display all the characteristics in every performance.  
[EDM 5/11/92]

and the idea of a "running record" was welcomed.

During the remainder of the period in which the research was carried out there was no further discussion of the assessment of Talk, until 15/3/94 [EDM] when the PT made the decision to introduce new assessment grids for the element of Talk (Appendix 6:25).

It should be stressed that these assessment grids simply required the teacher to place a tick in each box and did not facilitate the use of comments which members of the department had previously viewed as being particularly useful [EDM 5/11/92] and indeed inherent in the diagnostic philosophy of the "Guidelines on English Language 5-14" (SOED, 1991a). Despite using the new grids for the assessment of Listening and Talking which did allow space for comments, several members of the department raised the point that in addition to making comments on these grids they still commented on "scraps of paper" as they went round the class before completing these grids. The PT was made aware of this fact by members of the department [EDM 15/3/94] but decided that the pressure of work on her staff had become an extremely significant factor. This, taken in conjunction with the PT's views on the "lack of accountability" with regard to this element of the English Language curriculum and the fact that the assessment of the element of Talk was extremely time consuming, allowed her to justify this change in the grids used for the assessment of Talk.

It is important to note that during the period 1992-94, the PT implemented and adhered to a policy for the moderation of Talk (February in each academic session [EDM]). From the findings of this case study, this policy can be traced as being attributable to "S" Grade assessment, and in turn, "S" Grade moderation procedures. While such a process is essential in terms of attempting to establish a degree of consistency in approach to assessment, and latterly in the establishment of levels, the practical side of such a process proved to be extremely difficult.



As a direct result of the SMT's lack of awareness of the requirements of individual departments in terms of the implementation of the initiative CAS87, the PT, during session 1992-93, was given no help, in terms of staff cover, to facilitate this process. February had been chosen by the PT as the time for the moderation of Talk in S1 and S2 to take place due to the fact that S1 and S2 Reports were due in April and March respectively [SM]. It was therefore essential that the moderation process should take place prior to the completion of these Reports. However, due to the fact that the SMT were unwilling to supply additional staff cover at this point in the session, the process of moderation had to be delayed until May 1993 [EDM], after the respective Reports had been completed and issued to the pupils. The same situation occurred during session 1993-94 [EDM]. It can therefore be concluded that the perception of needs on the part of the SMT at Clydesdale High School, taken in conjunction with the autocratic style of administrative practice adopted by the PT and the element of accountability, can be deduced as being the most important factors in the prevention of efficacious implementation of the policy at a departmental level. Moreover, it can be seen to highlight the role of key players at the local level within the decision-making process.

In contrast with the situation which existed at Clydesdale High School, the element of Talk at Clydesdale Primary School had not been considered as important. Although all pupils had been actively encouraged to participate in Talk activities prior to the introduction of the initiative CAS87 there was no formal structure to these Talk activities, nor were they assessed in any formal way. The P7 teacher felt that this was due to the fact that she had always actively promoted an English Language curriculum which concentrated on the "basics" or "secretarial skills" in the areas of Reading and Writing and that while she acknowledged the importance of Talk as an element within the curriculum she viewed it as "peripheral" [PC 69]. From interviews conducted in this case study, this view can be attributed to a number of factors.

Firstly, the P7 teacher was uncertain about what was required in terms of the teaching and assessment of Talk due to the fact that she had received no INSET training in this area. Secondly, all Talk activities were extremely time consuming and in a full curriculum, where there was no formal assessment of this element, she tended to view it as a "fun" element which she could introduce at various opportune times. Thirdly, the P7 teacher had no syllabus to follow with regard to Talk activities and therefore she felt she was unable, both in terms of professional expertise in this area and in terms of the availability of time, to produce a syllabus which would ensure progression, differentiation and opportunities for assessment of the different strands of this element.

As a result of this situation, the teaching of Talk during sessions 1990-91 and 1991-92 was very much as a "by-product" of other activities, mainly that of Ginn 360 (Britton *et al.*, 1978) and other subject areas of the curriculum (Appendix 6:32). There was no structure to the Talk activities, no attempt at differentiation or progression and no assessment. At this point in time all that the P7 teacher was required to do in terms of reporting on the assessment of Talk was to circle a letter on the Report Sheet (Appendix 6:19) and she felt that she could do this using her "professional expertise".

In accordance with the school policy with regard to the introduction of the initiative CAS87 the matter of the teaching and assessment of Talk was discussed at a whole school level and it was decided to purchase the commercially produced text "Spoken Word" (Brown, 1989) to facilitate this [PM April, 1992]. It was felt by members of staff that this text which consists of passages with or without pictures and a set of discussion assignments in pairs of groups, would provide a structure, a sense of progression and differentiation as well as a formal framework for assessment:

Like my colleagues I thought "Spoken Word" was the best of what we looked at. There is a variety of passages and it is divided up into levels. This was an important consideration because we wanted to use it for assessment [5-14].

[PC 69]

In addition, the newly appointed HT was keen to become acquainted with all of the pupils in the school and so he decided that he would like to teach each class at some point during the week [PM August, 1992]. With regard to the P7 class the slot chosen was a Tuesday afternoon during session 1992-93 and he decided to concentrate initially on the element of Talk which he felt would ensure participation by all pupils.

As an introduction to this activity each pupil was required to prepare and then deliver a short talk on an activity in which they were interested. This activity was not assessed in any way. Although some pupils obviously found this difficult because "many pupils had to overcome a basic shyness and reluctance to perform" which he felt may have been accentuated by the fact that he was the new HT [PC 62], he still found the exercise to be beneficial. He then moved on to the strand of Talking in Groups. For this he decided to use an issue which he felt the pupils would be interested in (Appendix 6:33). He noted that while some pupils could be "aggressive and dominant in this situation" and that "the groups required constant supervision at the initial stages in particular", they did progress to a situation in which "they would talk/discuss on a give-and-take basis". He felt that the most important aspect of this exercise was that the pupils quite quickly learned "to respect the views of others." [PC 62]. Once again there was no formal assessment of this activity.

As with the situation which existed with regard to Listening the P7 teacher decided to allocate a specific period of time to the use of the text "Spoken Word" (Brown, 1989) (August-October, January-February). She felt that by timing this to coincide with her use of "Oracy" (Burgess, 1992) she was therefore clearly

concentrating on the "compatible skills" Listening and Talking. Moreover, she felt that she was providing an environment which was conducive to the teaching and assessment of two elements which are intrinsically linked. It should be noted, however, that unlike the situation which existed at Clydesdale High School and in keeping with the philosophy of the "Guidelines on English Language 5-14" (SOED, 1991a), the P7 teacher still thought of these elements as separate in terms of assessment.

Since the introduction of the text "Spoken Word" (Brown, 1989) into the curriculum during session 1991-92, until the end of the period in which the research was being carried out, the P7 teacher used this text without alteration. Each of the groups, was allocated a task which was based on the ability level of the group. These tasks had already been differentiated according to ability within the respective levels of "Spoken Word" (Brown, 1989) (Appendix 6:34). It should be highlighted here, as with the other group tasks which took place within the P7 classroom, that basically the same groups were used for all activities. In other words, special groups arranged according to ability with regard to the element of Talk had not been formed. Although these exercises were differentiated according to ability there was little chance of progression due to the limited nature of the exercises. In addition, each of the tasks, regardless of the ability level, was totally divorced from any work which the pupils may have been doing in other areas of the curriculum and so they were unable to bring additional background knowledge to the exercise.

Unlike the situation which existed with the assessment of Listening by use of the text "Oracy" (Burgess, 1992) the teacher was not provided with any guidance with regard to the assessment of these exercises, nor were there any assessment grids included for either teacher or pupil. In this situation the teacher's feedback to the pupils was in the form of constructive oral comments, made at the time of the discussion. The P7 teacher did not keep any record of assessment for work



completed in this element. The P7 teacher highlighted the fact that this situation was "totally unsatisfactory" [PC 69]. She found the element of Talk "extremely difficult to assess" due to what she felt was her "lack of expertise in this area". She felt that this situation was further compounded by the lack of additional help, in the form of the presence a flexibility teacher, when she was carrying out her assessment of Talk in a group situation and so not only was it "extremely time consuming", but she felt that she did not have anyone else to discuss her assessment and comments with.

The P7 teacher felt that this was of "prime importance" in the area of Talk because she was becoming "increasingly aware of how subjective the assessment of this element is" and felt that this was true "particularly of the group situation" [PC 69]. Moreover, she thought that another opinion would facilitate more constructive comments. It should be stressed that this is the one area of the curriculum (apart from the marking of National Tests in the element of Writing) in which the P7 teacher felt that she required additional help with the assessment of an individual element. At the end of the period of time in which the research was being carried out, Clydesdale Primary School had not had time to tackle the problems of the assessment of Talk at a whole school level and so no work had been carried out in the area of the provision of assessment sheets for the element of Talk.

Moreover, because the HT also did work in the area of Talk and the P7 teacher felt that many of the strands were subsumed in other areas of the curriculum, she did no other specific work with regard to the teaching and assessment of this element. This should not, however, be viewed as a negation of her teaching responsibilities, but as a practical decision which was made in the light of an ever increasing workload, the reliance on a commercially produced text which was used uniformly throughout the school and the fact that she felt less accountable in terms of the assessment of this element than she did with regard to the assessment of Writing and Reading.



It is interesting to note that the P7 teacher felt that she was less accountable with regard to this element than she was with regard to the elements of Writing and Reading. This factor, taken in conjunction with the increasing workload, can be viewed as significant in the efficacious implementation of change with regard to this element.

#### 6.4 Recording and Reporting

The initiative CAS87 indicated that there should be a clear link between assessment practices and reporting formats. Such a view is borne out by the research findings of this ethnographic case study.

In Clydesdale High School prior to the introduction of the initiative CAS87, the main format which was used for reporting to parents of pupils in S1 and S2 was the traditional basic information model (Appendices 6:35; 6:36). In such circumstances profiling was not considered a priority area within the school in general or within the English Department in particular. However, with the introduction of "S" Grade English in session 1988-89, the idea of profiling with regard to classes in S1 and S2 was mentioned as a "long term possibility" and was to be "skills based" [EDM 26/1/88]. In May 1988 the PT produced a checklist of skills which he had asked each of the associated primary schools to complete for each pupil (Appendix 6:37) and although these were distributed to the respective S1 teachers the PT did not issue any instructions or recommendations with regard to their use.

Although the PT had not been able to obtain a consensus about which skills should be assessed in the Department, and there were no units of work in place, as a direct result of the Divisional initiative regarding curriculum and assessment in S1 and S2, the APT produced a profile and diagnostic sheet [EDM 17/1/90] (Appendix 6:38). The APT stressed the "flexibility" of these

sheets - " a tick or a comment can be made" - and that teachers should use a "rule of thumb" method of completion. In the light of such comments, members of the department raised the concerns that there had been no departmental policy on the skills chosen and that the skills listed covered only cognitive areas and TVEI developments seemed to be heading towards personal development profiles.

The PT and the APT were unable to comment upon either of these concerns and there was no further discussion of either how these sheets should be completed or if there was to be any review of their success or otherwise, at a later date. Teachers of S1 and S2 classes were issued with the profiles for their respective classes on 5/5/90 [EDM] with the comment that the completed profiles should be passed on with the relevant folder of best work at the end of each academic session (Appendix 6:39).

It should be highlighted that the PT did not monitor this system which, although it theoretically reflected current good practice in this area:

Most English departments now maintain profiles on individual pupil progress, with entries made on the basis of continuous assessment of pupil's work. It is important that teachers should ensure that these records are clear, comprehensive and well-maintained.

(SOED, 1992b, par. 7.29, p55)

In practice, however, those members of the department who did operate the system noted that it was "complicated and time consuming" and "did little to help build up a true profile of an individual pupil's capabilities" [EDM 12/5/91]. As a result, it fell into disuse. It can therefore be concluded from the findings of this case study that a lack of consensus among members of the department about the value of specific criteria, taken in conjunction with a lack of positive leadership, can be a major

contributory factor in the failure of a specific innovation which directly affects the day-to-day work of classroom teachers.

During the intervening period (June 1991-January 1992) as members of the English Department became more familiar with the requirements of the initiative CAS87 in terms of the "Guidelines on English Language 5-14" (SOED, 1991a) and the "Guidelines on Assessment 5-14" (SOED, 1991b) it became increasingly apparent that the current profiles were totally inadequate. However, due to the fact that the PT (Acting) had no clear ideas about what was required and that all his decisions, apart from the simple day-to-day ones concerning the running of the Department, were closely monitored by an AHT (a former PT English) and the HT, the PT (Acting) felt unable, and indeed was "unwilling", to initiate any changes to the system of profiling which was in operation in the Department. He did however, produce guidelines on their use for inclusion in the English Department Handbook (Appendix 6:40). The emergence of such a situation stresses the importance, as outlined in Chapter Two, of clarity of aims on the part of a key player.

Immediately upon her appointment in January 1992 the new PT provided the Department, without prior consultation and discussion, with a new profile format which was to be trialed until the end of March 1992 [EDM] (Appendix 6:41). The PT had devised this format herself and she felt that "it reflected the requirements of 5-14" [EDM 12/2/92]. As a direct result of a number of factors, no changes were made to the format of these profiles at the end of the trial period.

These factors were that firstly, most members of the department were, to date, unfamiliar with the strands, attainment targets and levels outlined in the "Guidelines on English Language 5-14" (SOED, 1991a) and so were unable to comment in detail. Secondly, the profiles were only trialed for a short period of time and because members of the department were initially very willing to try anything which would replace the outdated, and as

one member of the department stated "totally useless" [EDM 12/2/92] profiles which they had been using to date, the staff were unaware of the time factor which would be involved in the completion and assimilation of the data in these profiles. Thirdly, the autocratic administrative practice used by the PT did not lend itself to a free and frank discussion of such matters and the consensus among the members of the department was to say nothing.

The PT duly amended the English Department Handbook to accommodate the changes which she had made (Appendix 6:42). Although these changes were made without prior consultation they were in keeping with good practice as outlined in "5-14: A Practical Guide":

Practice becomes effective when:

comments focus on pupils' attainments and significant progress in these rather than listing what they have done or the pages of books they have read

comments are specific and forward looking

notes and comments are acted on by the teacher

the time spent on written records is reduced by responding to pupils at the time support is required (i.e. the next step is taken immediately)

involving pupils in the record-keeping process (SOED, 1994a, p28)

and:

In general it is best to use the "big headings" (attainment outcome or subject) as a basis for record-keeping. For most classes and pupils, it makes the process manageable and will keep attention on the broad areas in which progress is to be made .... If an individual profile is maintained in a curriculum area, for each attainment outcome you should:

- quickly "scan the strands" to identify any particular strengths and development needs
- note these, indicating any areas where you plan further work. Future comments can be written alongside.

(SOED, 1994a, p29)

The PT had initially indicated [EDM 12/2/92] that these new profiles "should be given at least a session before big changes are made". However, it could be seen by the first review date [EDM October, 1992] that changes required to be made in the light of the following comments made by members of the department:

- 1 strands should be numbered and these numbers should be used when comments are written relating to a particular strand
- 2 one task covers many strands, teachers should decide which strands to comment on
- 3 thorny question of how many times before a pupil is secure on a strand
- 4 disagreement with levels and comments written by primary teachers

While the PT noted these comments, she reiterated her strong belief in the system she was developing and would not consider making any changes until the final review date [EDM March 1993].

When the PT monitored the use of the profiles for a second time [EDM January 1993], it became apparent that although she had issued detailed instructions as to how she wished these profiles to be completed, there was considerable individual variation among members of the department in the interpretation of these instructions. It can be inferred that this situation had arisen due to the fact that individual members of the department had had no input into the initial development of the profiles themselves and that as a result of their initial comments at the first review meeting being ignored, teachers were adapting, and in one case



changing, the profiles to suit their individual beliefs and ever increasing workload.

The emergence of such a situation highlights a basic premise of the initiative CAS 87 and a point made by the HMI:

Every teacher should be involved in the process of evaluating, assessing and recording the work of their pupils. ... Implicit here is the assumption that, if people are involved in managing the processes which shape their activities, then they are likely to be more committed to their work.

[PC 8]

Moreover, it was becoming increasingly apparent that members of the SMT were not co-ordinating at a whole school level, the use of profiling in the light of the implementation of the initiative CAS87. From the findings of this case study this can be attributed to the following factors:

- 1 the school policy with regard to assessment and reporting had not been updated to incorporate changes brought about by the implementation of the initiative
- 2 the committee which had been formed to review assessment and reporting within the school had not been convened
- 3 individual departments such as Mathematics and English were making their own arrangements to devise a report sheet to accommodate their new methods of profiling

Individual teachers were well aware of these factors and therefore realised that until such time as there was a concerted effort made by the SMT to co-ordinate changes in this area, the completion of their new reports (Appendix 6:43) could be carried out using the profiles in their rather idiosyncratic form. In addition, there was a strong feeling among members of the

department that the continuation of such a situation would prompt the PT to re-evaluate the profiles for Session 1993-94 in the light of comments made by members of the department and not just her own individual views.

As indicated in the Departmental Forward Plan for Session 1993-94 (Strathclyde Regional Council, 1993a) the PT held a meeting on 15/3/93 [EDM] to discuss the use of the current method of profiling and any changes which could be made. There was unanimous agreement among members of the department that the format which had been adopted was an improvement on the previous system but the time consuming element was giving cause for concern. The PT stressed that "the process would become easier as familiarisation with 5-14 grows" and while this was acknowledged by the members of the department, the following points were raised as priorities for the PT's consideration:

- 1 simple to complete and understand (user and client friendly)
  - 2 less time consuming
  - 3 indicate more easily which unit/task/strand is being worked/commented on
  - 4 indicate progression in a clearer way
  - 5 help with reports
  - 6 indicate strengths and development needs
  - 7 reflect coursework
- [EDM 15/3/93]

As was the case in Session 1992-93 the PT compiled a new profile format and stated on 17/5/93 [EDM] that this would be adopted by the department for Session 1993-94 (Appendix 6:44). Once again individual members of the department had had no input into the compilation of this profile format. It can be inferred from the fact that no comments were made on this format that individual members of the department, while acknowledging that the PT had taken into consideration some of the points which they had raised with regard to the new format,

were feeling disappointed at their lack of involvement in the production of this new format for Session 1993-94. This can be viewed as being especially significant because the completion of these profiles was forming such an integral and important role in departmental syllabus design and assessment procedures.

As outlined in the Departmental Forward Plan for Session 1993-94 there was only one meeting allotted to review the profiling system [EDM 12/4/94]. The PT felt that only one meeting would be required because all the basic changes had already been made to the profiles during Session 1992-93. Any changes which would be made in the coming session would be "minor" and "basically refinements". She was confident that the new system which she had devised would work "extremely well" [EDM 24/8/93].

At the meeting on 12/4/94 [EDM], when the PT reviewed the ways in which the completion of the profiles had been carried out during Session 1993-94, it became apparent, for a second time, that despite implicit instructions as to how she wished these profiles to be completed, individual members of the department were once again completing these profiles in a variety of ways. This situation, taken in conjunction with the fact that the SMT had issued their first consultation document on the subject of Reporting in S1 and S2 since the implementation of the initiative CAS87 (Appendix 6:45), the PT issued a consultation document (Appendix 6:46) for members of the department to consider at a meeting on 18/4/94 [EDM]. It should be highlighted that the SMT had been directed to issue a consultation document at a Divisional level, and although Reporting in S1 and S2 had been delineated a priority area in the School Development Plan for Session 1993-94 - Priority Area 3, (Strathclyde Regional Council, 1993a) nothing had been done about it at a school level, nor had it been at the date of completion of the research. It can therefore be deduced that the SMT only viewed this as a priority "on paper" and not in reality. As outlined in Chapter Two, "on paper" situations such as the one described above, ignore people.

However, people are an essential facet of the implementation process and cannot be ignored on a long-term basis.

When the consultation document issued by the PT is examined, it is apparent that many of the questions posed, and areas highlighted for consideration are as a direct result of the fact that since January 1994, in accordance with the instructions issued by the Primary Assessment Unit (PAU), National Testing would be introduced in secondary schools:

The arrangements for assessment, testing and reporting 5-14 are set out in National Guidelines: Assessment 5-14; National Guidelines: Reporting 5-14 and The Framework for National Testing. These arrangements apply to all pupils 5-14 in primary, secondary and special schools in Scotland. The guidelines on assessment and reporting are currently being put into place in all Scottish schools. The arrangements for National Testing have applied in primary schools since January 1993 and will apply in secondary schools from January 1994 ... National Testing will be introduced in secondary schools from January 1994. However, most of the arrangements outlined will apply from the start of Session 1993-94 as they concern continuous assessment. From January 1994 arrangements should be made to test pupils as and when they are ready.

(SOED, 1993c, p3)

The PT had already decided that these guidelines should be adhered to and had made arrangements to implement National Testing within the Department in January 1994 [EDM 23/11/93].

At a meeting on 18/4/94 [EDM] it became clear that one member of the department had devised a method of completing the profiles which, although not in total accordance with the PT's instructions, was clear, concise and economic in terms of time taken to complete the profile. In the light of this and the informal discussion of the points and questions raised in the PT's discussion document and that of the SMT, it was proposed that

the method utilised by this individual member of staff be adopted for Session 1994-95. She was allowed to re-design the format of the profile in the light of the discussion. Although the changes she made to the format were minor (Appendix 6:47) and did reflect the PT's initial view that they were indeed "refinements" to the existing system, it was a major step for a member of the department to be allowed to carry out such a task. The importance attached to this major decision was formally acknowledged by the Department at a meeting on 3/5/94 [EDM] when the new report format was adopted. As a result of the fact that the profile was now unit based and was applicable only to Clydesdale High School, the PT changed the pro forma which was issued to the associated primary schools accordingly (Appendix 6:48). This pro forma was much simpler when compared with the previous profile which the primary teachers had been asked to complete. It should be highlighted that this was the first time since her appointment that the PT had delegated a task to a member of her department. In this case delegation occurred only because the PT was aware that her instructions with regard to the completion of the profiles were not being carried out. She therefore found herself in a position in which delegation was her only way of "persuading" her staff to comply with her wishes. The reaction of members of the department to this delegation of work reinforces this view.

As was the case in Clydesdale High School, profiling in Clydesdale Primary School was a "much neglected area" [PC 62]. During Session 1990-91, prior to the introduction of the initiative CAS87, the HT had attempted, with the help of her staff, to develop and design a common profile format which could be used at all stages throughout the school and which would accord "equal status to the various sections of the curriculum" [PC 58]. During this process the HT had constantly stressed that she viewed the exercise not simply as one of improving record-keeping, but rather of improving the quality of each pupil's learning, a basic premise of the initiative. She viewed the document which was produced as being used by teachers to help with decisions about



teaching suited to the needs of the individual pupil. Basically the profile was formative as opposed to summative in its format (Appendix 6:49).

Much of the discussion in the early stages was concerned with the criteria which might be used to assess pupils in some areas of the curriculum. It was recognised that the criteria for areas such as Religious Education were much less well-developed than for other areas such as Mathematics. A further difficulty arose related to the need to organise the classes so that opportunities existed for pupils to demonstrate attainment in each of the listed areas. In addition, since the school had parallel classes, there was some debate about the possibility of teachers of these classes agreeing on the criteria to be used for assessment of the different curricular areas at each stage. Prior to this, each teacher did this independently. The HT was very much aware of the dangers of having to do "too much too quickly" [PC 58] and, as a result of the introduction of the initiative CAS87 and the fact that Clydesdale Primary School was designated a "Maths School" in terms of the introduction of the initiative, she decided to concentrate on the development of a profile in Mathematics. The remainder of the curriculum areas were "put on hold" until such time as development work was required in these areas [PC 58]. In retrospect the staff felt the fact that the "Guidelines on Mathematics 5-14" (SOED, 1991c) defined the criteria for assessment very much facilitated the development of a profile in this area of the curriculum.

The development and design of a profile for the curriculum area of Mathematics was relatively straightforward in that the one commercially produced text (Scottish Primary Maths Group (SPMG), Heinemann, 1981) was used throughout the school and this, taken in conjunction with the clearly defined criteria for assessment (SOED, 1991c) led to a situation in which broad agreement could be reached among members of staff quite quickly. In turn this allowed members of staff to become

accustomed to the new system of profiling prior to embarking upon devising one for English Language [PM 25/5/92].

The situation with regard to English Language teaching in Clydesdale Primary School had always been significantly different from that of Mathematics. From this case study this can be seen as being attributable to:

- 1 the diverse and indeed nebulous nature of the subject
- 2 the initial lack of continuity of commercially produced texts used within the school
- 3 the philosophical problems encountered by staff discussing Language and the "Guidelines on English Language 5-14" (SOED, 1991a)
- 4 the fact that both HTs provided strong leadership and subject expertise in the area of Mathematics

These factors are very similar to those which the staff identified as causing problems in the area of assessment. It can therefore be seen that these two aspects are very closely interrelated, which is a basic premise of the initiative CAS87.

The development and design of an English Language profile in Clydesdale Primary School was very slow. The HT was very aware of this fact [PC 62] but did indicate that due to increasing pressure of workload on his staff, he felt that the philosophy of "festina lente" would eventually produce an acceptable and workable profile which all his staff would be happy with. This, however, led to a situation in which all the staff, at the end of the period in which the research was being carried out, were still using whatever form of profiling they had developed individually. In the case of the P7 teacher the system of profiling which had been adopted consisted of comments on Writing (Appendix 6:50) the completion of Ginn (Britton *et al.*, 1978) Record Cards in the area of Reading and the completion of the "Oracy" (Burgess, 1992) Record Cards in the area of Listening (Appendix 6:27). There was no profile/record for Talking.

On examination of the above it has emerged that although the main motivating factor behind the adoption of a system of profiling is to use assessment to "improve the quality of learning and teaching" this did not happen in Clydesdale Primary School in the area of English Language. Although the system adopted by the P7 teacher did incorporate aspects of the philosophy of the initiative CAS87, it is apparent that it did not provide a check on the progress of each pupil. There was no means by which the teacher could analyse whether or not an individual pupil had been introduced to a specific strand, had understood the requirements of a specific attainment target or had mastered a particular level, all of which are basic requirements in terms of assessment and reporting as outlined in the initiative.

It should be highlighted that like the situation which existed at Clydesdale High School, the basic format of the report at Clydesdale Primary School did not change. Unlike the former situation, however, this matter had been discussed at a whole school level where the following points were made with regard to the subject of the development and design of new reports. The staff thought that reports should be:

- 1 easy to compile
- 2 easy to understand
- 3 have a clear purpose
- 4 should not be too lengthy or a waste of time
- 5 should not be full of jargon

[PM 24/5/92]

They considered the following areas as being of prime importance:

- 1 personal information
- 2 attendance and punctuality
- 3 work habits and ability to work with others
- 4 basic numeracy and literacy
- 5 concepts across all areas of the curriculum
- 6 practical skills
- 7 talk

- 8 writing
  - 9 problem solving
  - 10 expressive arts
  - 11 final comments
- [PM 24/5/92]

In the light of the recommendations made in the "Guidelines on Reporting 5-14" (SOED, 1992a) and the information given at a Regional level regarding the pace of implementation of aspects of the initiative (Strathclyde Regional Council, 1992a) the HT decided to delay any further development work in this area until the final format of the Report was issued by the SOED (1994) (Appendix 6:51). In the interim, minor changes were made to the report format to incorporate the implementation of the initiative CAS87 in Mathematics and English (Appendix 6:52) and it should be stressed that this area has remained a priority within the School Development Plan during Session 1993-4 and Session 1994-95 (Appendix 6:53), although the production of the new "in-house" report format was superseded by the adoption of the SOED format.

The processes utilised in the compilation of new profiles for Mathematics and English Language can be seen to exhibit a collegial approach to decision-making which has emerged as characteristic of the primary school. It is apparent that both HTs were aware that they had the responsibility for creating the opportunities necessary for their staffs to be able to agree upon clear objectives for their schools and for identifying and implementing the means of achieving them. Although it is clear that in the case of English Language, progress was extremely slow, especially in comparison with the rate of progress at Clydesdale High School, it can be deduced that this cannot be attributed to the style of leadership adopted by the key players at this level, but to other factors such as resources and subject expertise which impinged upon the efficacy of implementation. This situation can be viewed as an illustration of the difficulties

inherent in an analysis of the process of implementation, as outlined in Chapter Two, and the inter-relatedness of its many facets.

## 6.5 Conclusion

From the foregoing analysis of this ethnographic case study progress with regard to the five key principles of planning, teaching, recording, reporting and evaluating has been relatively slow, has not been uniform and has been dependent upon the following factors:

- 1 the utilisation of commercially produced texts
- 2 subject expertise in the area of assessment of an individual element
- 3 the perceived importance of a particular element in terms of its place in the curriculum and National Testing
- 4 the process of decision-making which is utilised within the school in general and at a subject level in particular
- 5 increasing workload

In Clydesdale High School, the main vehicle for the delivery of the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) in the area of English Language was the unit of work. This was school based and therefore facilitated the inclusion of the requirements of the initiative into the curriculum. This was particularly evident in the case of assessable items. In contrast, Clydesdale Primary School relied totally upon commercially produced texts. Although this may have initially have appeared acceptable, it was becoming increasingly apparent that relying totally upon such texts, or attempts to adapt them, was unsuccessful. This was especially so with regard to the incorporation of assessable elements.



The concept of subject specialist knowledge has emerged from the findings of this case study to be important to the efficacious implementation of policy in practice. This is not only evident in the area of the provision of school based units of work but in the area of assessment.

The problems encountered in Clydesdale High School in terms of the assessment of English Language and its individual elements, Writing, Reading, Listening and Talking, were relatively minor in comparison with those encountered at Clydesdale Primary School. It can be concluded that in Clydesdale High School the teachers dealing with the assessment of English Language were subject specialists who were able to utilise their previous experience in the area of assessment, particularly that of "S" Grade, in order to allow them to implement the requirements of the initiative CAS87 in this area.

In contrast, in Clydesdale Primary School, however, this research has indicated that the lack of subject expertise in the area of assessment of the English Language was a major factor in the success and speed with which this facet of the initiative was implemented. Due to the fact that the teachers had had very little formal experience of the assessment of the individual elements of English Language curriculum, they encountered many of the problems which secondary teachers had already encountered in the implementation of "S" Grade. Their lack of subject expertise, taken in conjunction with the fact that the main vehicle for the delivery of the English Language curriculum was commercially produced texts, some of which were entirely unsuitable, further compounded the situation. In the light of this the teachers were left in a situation in which they were attempting to cope, as best they could, without clear advice and guidance as to how to find possible solutions to their particular problems. It should be noted that the lack of INSET provision is a contributory factor. Moreover, it should be taken into consideration that in Clydesdale Primary School the same teachers were being asked to implement all aspects of the

initiative CAS87, whereas in Clydesdale High School, teachers were only being asked to implement aspects of their own specific subject. Such a situation highlights the importance of subject expertise in the success and speed of implementation of individual facets of the initiative.

It has been stressed from the introduction of the initiative CAS87 that all of its individual aspects should be viewed in the light not only of national guidelines, but also in the light of local circumstances. This refers to individual school policies. It has emerged from this case study that the ways in which decisions are made in the area of school policies, and by whom, has a direct influence upon the implementation of the initiative at the level of the classroom.

In Clydesdale Primary School all aspects of the English Language curriculum were agreed at a whole school level and this was in keeping with the collegial approach to decision-making which was utilised in the school. This can be seen, for instance, with regard to the assessment of Reading and the problems which became apparent. While this was advantageous in that every member of staff was involved, it had the disadvantage of being rather slow and cumbersome for the P7 teacher who had problems which she wished to overcome as quickly as possible.

In Clydesdale High School, however, due to the fact that the school did not have any policies with regard to the implementation of the initiative CAS87, and resultantly there was no overall co-ordination of the implementation process, the onus fell upon individual PTs to make decisions in this area. In keeping with the autocratic approach to decision-making which had been adopted by the new PT (English), there was no real discussion of issues in this area and her views were always upheld. This was particularly evident in the areas of Listening and Talking. It has become apparent that a lack of involvement of members of staff in the decision-making process leads to a lack of consensus and, in turn, motivation. In turn, the existence

of such a situation can be viewed as illustrative of the influence which key players can have at this level. Moreover, it can be seen to stress that team work is an essential element of effective management. All of these can be seen to have a diverse effect on the efficacious implementation of policy at the classroom level.

In recent years teachers in both primary and secondary schools, have become more aware of the element of accountability, both to parents and HTs, Local Authorities and the Government. Although secondary teachers have always been aware of this in that they present candidates for national examinations, this was highlighted by the Government's decision in 1993 to publish league tables of examination results ("S", "H" and CSYS). Such moves, as outlined in Chapter Four, have had a direct influence on the way in which secondary teachers have viewed their teaching and their assessment procedures in particular. In terms of the implementation of the initiative CAS87 the fact that Writing and Reading are the only two elements to be assessed by means of National Testing, elevated their importance in both their place in the curriculum and the emphasis which was placed on the assessment of these elements. The same situation could be discerned in Clydesdale Primary School but not to such a noticeable degree. Here, the stress laid upon, and progress made in, the elements of Writing and Reading, could be attributed as much to the teachers' familiarity with these elements, as to their awareness of accountability in terms of National Testing. However, in general, the growing awareness of accountability which could be discerned in both schools can be viewed as illustrative of a tightening of central control over the curriculum and, in the case of Clydesdale Primary School, an awareness of a school's susceptibility to market forces. As outlined in Chapter One, the Conservative Government considers both of these factors as essential facets of its new educational policies.

It has become apparent from this case study that as the implementation of the initiative CAS87 proceeded there was a growing concern in both schools about the increasing workload of

teachers. As a result of the collegial approach which was adopted in Clydesdale Primary School, and the fact that primary teachers were being asked to implement more than one "subject area" of the initiative, the HT was very aware of the increasing workload. He therefore decided to impose his own "restrictions" upon what should be done and by when.

On the other hand, at Clydesdale High School because there was a lack of overall co-ordination of the initiative at a school level, increasing workload was not really an issue at this level. At the departmental level, however, the PT's autocratic style of leadership did more to increase the workload of her staff than to alleviate it. This led to a situation in which the staff themselves placed "restrictions" on the amount of work they were willing to carry out. It was only when the PT began to become aware of this that she considered the aspect of increasing workload. When she did so she began to slow down the pace of implementation of the initiative. The concept of increasing workload, can therefore be seen to have a direct effect on efficacious implementation. It can be deduced that the emergence of this situation can be viewed as an example of the importance of teachers to the efficacious implementation of policy at a local level. As noted in Chapter One, the Government cannot dispense with the professional advice and development work of this key group in the policy-making community, and, as can be seen from the above example, they can circumscribe, at a local level, the implementation of a national initiative.

From the data in these case study schools it has become apparent that there are certain commonalities - work load and school policies - and differences - subject specialist knowledge and resource materials - in the implementation process. Teachers are implementing an initiative under pre-existing and limiting conditions, which frequently influence the efficacy of implementation. Most notable are school culture and government funding. A discussion of the manner in which the schools in the case study administered these social, political and

economic forces, those from within and outside the school, will now form the basis of Chapter Seven.



## CHAPTER SEVEN

### THE INFLUENCE OF STYLES OF LEADERSHIP AND ADMINISTRATIVE STRUCTURES AND PRACTICES

## 7.1 Introduction

The previous chapter examined the influence which existing subject practice and the degree of subject specialist knowledge have had on the efficacious implementation of policy at the level of the classroom. This chapter outlines the styles of leadership, administrative structures and practices which were utilised in the schools in the case study. It analyses the influence which they have had on the efficacy of policy implementation.

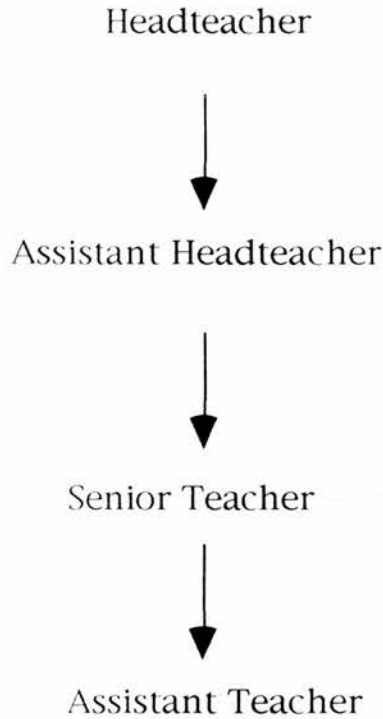
## 7.2 Styles of Leadership and Administrative Practice

In any process at work within a school, the Headteacher is of paramount importance and consequently the style of leadership which he/she adopts can greatly influence the way in which an initiative such as "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) is implemented. The HT can there be viewed as a key player at a local level. In addition, his/her style of leadership will influence the way in which staff react to an initiative, that is their involvement, support and/or resistance. This was seen to be the case in both of the schools in the case study.

### 7.21 Primary

Clydesdale Primary School's management team consists of the Headteacher (HT), an Assistant Headteacher (AHT) and two Senior Teachers (ST).

Figure 7:1 Management Structure at Clydesdale Primary School



In appearance this structure is basically hierarchical, but it has been stressed [PC 57; PC 60] that the staff work as a team regardless of their position of responsibility within the structure. All the members of this team teach classes in the school.<sup>1</sup> Although each member of this team had an agreed remit, no member had sole responsibility for the implementation of the initiative CAS87, but each member chaired a working group in the school (Clydesdale Primary School Handbook, Strathclyde Regional Council, 1993c; 1992c):

Teachers need to feel valued. They are professionals. One way which I saw as allowing me to acknowledge this was to give each member of staff a chance of

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<sup>1</sup> The position of HT is designated as non-teaching, but both HTs have taught classes on a limited basis.

chairing a working group ... because I know my staff I could, hopefully, choose appropriate people for each group.

[PC 57]

These working groups were made up of the remaining members of the staff and the subject areas on which they were working changed as the school moved from the initiation phase to the later stages of their Programme for Implementation. The time-scale of this Programme for Implementation was dictated by the Regional Authority (Strathclyde Regional Council, 1992a).

It should be noted that there are many reasons why delegation to colleagues can be beneficial in an organisation. The main one, however, is that as outlined in Chapter Six, delegation helps to motivate people by giving them challenging tasks as well as mundane ones. Such a philosophy has assumed an even greater significance in the light of the SOED's recommendations with regard to staff development and appraisal (SOED, 1991g). HTs, and in the case of secondary schools, PTs, who do not delegate will face a vast increase in responsibilities and will also encounter problems implementing the recommendations with regard to staff development in this area.

Although a new HT was appointed to the school in 1992, midway through the period in which the research was being conducted, the other staff in the school remained the same. The new HT's philosophy regarding the implementation of change within a primary school was very similar to that of the previous HT. Both believed emphatically that the implementation of change within a primary school should not be seen as a "top down" process, nor the domain of the HT alone. It can therefore be deduced that although the role of the HT in such circumstances is pivotal, he/she is not exercising the latent power which a key player at this level could do.

Moreover, management of a primary school, especially during a period of change, was seen as being based on co-operation and team work at all levels. The professionalism of colleagues was stressed by both HTs:

Members of my staff are qualified teachers with a considerable number of years teaching experience between them. I want to use this. Indeed, I want to capitalise on it.

[PC 57]

and

There is a lot of talk today about professional autonomy and the use of authority. I think that in the long run they are the same - it's a classic chicken and egg situation. I don't want to spend time worrying about this: I want to use the expertise of my staff. I know this can cause problems but in comparison with all the other problems I have, this one is minor.

[PC 60]

Clearly, both HTs had a desire to utilise this professionalism to the full during the period of implementation. It was felt that fostering involvement would lead to a feeling of ownership of the school's policies with regard to the initiative CAS87 and that this would ultimately lead to a situation in which the staff were at ease with the changes which had been made. Consequently, the staff would be in a position in which they could implement these changes effectively and efficiently. In addition, the acknowledgement of the expertise which is available to the HT in such a situation, is a recognition that today, decisions about the nature of teaching and learning in a school, in this case a primary school, are no longer the sole responsibility of one person whether that be the HT or the individual teacher in the classroom.



By adopting a view that leadership activity is a combination of a concern for the tasks of the school (including, in this case, how they are implemented and evaluated) and a concern for the group of people involved in the process, the HT can be viewed as trying to create a situation in which there is no inherent conflict between the organisation and the needs of the individual. Since a collegiate approach presupposes that all the staff are accountable for the responsibilities which they all have, this is the position the primary school, in particular, appears to be trying to reach.

As outlined in Chapter Two, the process by which a change is implemented within a school is a complex one and basically there is no one structure which adequately explains what happens in this process due to the fact that in schools there is frequently a change in style of operation according to the situation in hand. The philosophy of adaptability to a situation is one which can be clearly delineated in the way in which Clydesdale Primary School chose to implement the initiative CAS87. Indeed, this facet emerged from this case study as one of the most positive features of the whole process of implementation. The degree of adaptability in the way in which this primary school operated can be attributed directly to the HT's recognition that he was operating in an increasingly complicated environment and in order to adapt to this new environment he had to be constantly re-assessing the usefulness of his current strategies as well as acquiring new strategies to help him cope:

There is simply no way that I can say "Now this is how it is going to be done" and stick to it. Everything, including myself, is in a state of flux. Once I accepted this I found it easier to come to terms with what was required of me as a HT.

[PC 62].

He firmly rejected the idea that there was only one structure or method which could be utilised in a particular situation. The

recognition of the importance of adaptability was one which was endorsed by the HMI:

One of the main problems which management in schools face is adapting to change. Often, particularly in secondary schools, new developments are dealt with in the context of traditional structures and behaviours. ... HTs must not make the mistake of seeing change as a distinctive phenomena: they should see it as a natural and inevitable process. After all, schools deal with one of the most dynamic change processes in society today - the education of young people.

[PC 3]

To encourage efficacious implementation of change in Clydesdale Primary School with regard to English Language, a working party was established, under the chairmanship of the AHT. This working party met during Planned Activity Time (PAT) at regular intervals during the year. The dates of these meetings were published in the school calendar which was issued at the beginning of each academic session. The AHT established deadlines for each of the tasks and, in general, the staff involved met these deadlines. It is interesting to note, however, that at each stage of the process the members of the working party found themselves returning to the initial stage of analysis as they became more deeply involved in attempting to implement the changes suggested by the "Guidelines on English Language 5-14" (SOED, 1991a) and various alternatives were put forward [PM 15/11/91]. In addition, the resources required became of greater significance than was initially envisaged due to the fact that, although the school had been given an increase in per capita funding in order to facilitate the implementation of the changes, the school could not afford to abandon the basic reading and language schemes such as Ginn 360 (Britton *et al.*, 1978) which were in operation throughout the school. It was in this particular area that most consultation with the "Guidelines on Assessment 5-14" (SOED, 1991b) was required and in which most plans which had been formulated had to be modified and even

abandoned. Eventually a new scheme, Wellington Square (Gaines, 1991) had to be purchased for those pupils operating at Levels B and C in the upper school [PM 18/3/92]. This decision was made in the light of the fact that Ginn 360 (Britton *et al.*, 1978) no longer provided satisfactory learning and assessment opportunities for these particular pupils.

This can be seen to highlight the difficulties in defining what the objective dimensions of change are with regard to materials, as outlined in Chapter Two. It is apparent from this situation that the extent to which they are transferred, on a local level, is not totally dependent upon the beliefs and influence of the key player, in this case the HT, but upon the practicality of the situation and upon the provision of adequate funding.

Although this whole process was co-ordinated by the AHT, there was intensive collaboration on the part of all members of staff in the school. The AHT reported back to the HT after each meeting and to the whole staff once per term on the progress which had been made and the situation to date. Although the main function of this was to keep other members of staff aware of the progress of the working party it became apparent that all members of staff had a valuable input to make. Most of the time at such meetings was therefore spent in discussion as a whole school of issues which had been raised or problems which had been encountered [PC 49; PC 58]. This led to a situation in which all members of staff integrated their efforts to meet the overall objectives of the school in this area. Although individual members of staff were working in different parts of the school, there was a far greater awareness of their role and that of others in the total function of the school than had existed previously.

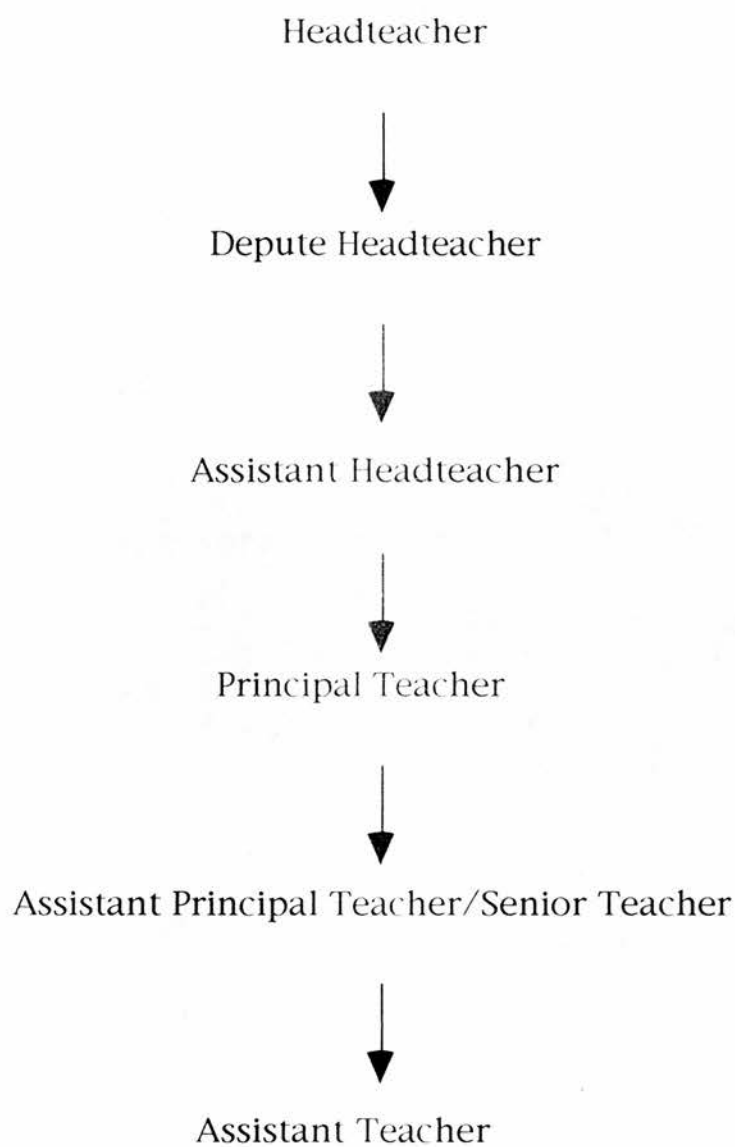
The style of leadership and the collegial approach to change which were adopted in Clydesdale Primary School led to a situation in which the staff were basically happy with the way in which the changes were introduced. The staff were viewed as an asset in which to invest and which should be developed in

order to help the organisation achieve its aims and objectives. The cultural shift is, therefore, from control to enabling; to providing people with targets and opportunities to contribute to the organisation whilst enhancing themselves. Moreover, the adoption of such an approach can be seen to be implementing the recommendations of successive HMI Reports, which have identified the centrality of effective management in educational institutions. The quality of leadership can be viewed as a crucial determinant in creating an ethos which allows a school to implement an initiative efficaciously. It is important to note, however, that partly as a result of the adoption of a collegial approach and partly as a result of the personality and beliefs of the individuals, the role of the key player is not as influential here as in other situations. This can be viewed as a factor which affects the efficacy of the implementation process. However, what works in one situation may not work in another, and this is the case in Clydesdale High School.

#### 7.2.2 Secondary

The management structure within Clydesdale High School is entirely different from that which exists in Clydesdale Primary School. The Senior Management Team (SMT) consists of the Headteacher (HT), Depute Headteacher (DHT) and three Assistant Headteachers (AHT). In addition, within the school there are the following positions of responsibility which must be taken into consideration when the decision-making process and style of administrative practice are being examined: Principal Teacher (PT) (Subject and Guidance), Assistant Principal Teacher (APT) (Subject and Guidance) and Senior Teacher (ST).

Figure 7:2 Management Structure at Clydesdale High School



The main differences between this and the structure which exists at Clydesdale Primary School are that this structure is hierarchical in the way in which it operates and the duties of each person within the structure are clearly defined. Also there are far more levels within this structure. There was no attempt to develop a team approach to the implementation of the



initiative CAS87. The HT had overall responsibility for the implementation of the initiative, within the school which he retained at all times. The adoption of such an approach reinforces his influence and therefore his role as a key player at the local level of the school. During the period 1990-1992, however, he delegated specific responsibility for its implementation to the DHT and then from 1992-1993 an AHT had specific responsibility for its implementation.

Although this would appear to be a form of efficacious implementation, it became apparent that there were influences which were detrimental to its operation at Clydesdale High School during the period in which the research was being carried out. These influences are:

- 1 styles of leadership and administrative practices adopted by the HT and PT (English)
- 2 the fact that members of the SMT were unclear about their goals and means with regard to the implementation of the initiative
- 3 the formulation of a working party/committee structure which, in theory, should have played a major role in the implementation of the initiative, but which, in practice, did not exist

#### 7.2.2.1 Headteacher

In Clydesdale High School during the period of the research, the HT, in theory, supported a view of decision-making and administrative practice in which there was clear leadership from the top, but also one in which PTs, in particular, felt that their views were being represented:

I firmly believe that all PTs have a contribution to make to the process of implementation. A secondary school, even of this size, is a large and diverse being,

and one of the main ways in which the various views of individuals can be represented is through the PTs. [PC 34].

The HT felt that this participate view of decision-making was appropriate to a school where the teachers were professionals with an expertise which could be used to the full in circumstances such as the implementation of a new initiative.

It should be taken into consideration, however, that adoption of this style of administration and decision-making was not a wholly personal one, but one which he had been encouraged to adopt by comments which had been made with regard to the existing methods of administration, communication and decision-making which had existed in the school at the time of the Quality Assurance Inspection Report on Clydesdale High School in 1991 (Strathclyde Regional Council, 1991a). The Inspection Team noted that:

A variety of mechanisms for involving staff in the decision-making process of the school are stated in a whole-school policy on decision-making and consultation. Many staff are sceptical about the effectiveness of such procedures.  
(Strathclyde Regional Council, 1991a, p9)

In the light of this, and other similar comments, the Inspection Team recommended that :

Continued efforts to consult and communicate with staff would increase the effectiveness of the SMT and provide a sound basis for future development.  
(Strathclyde Regional Council, 1991a, p13)

and that this was:

... of particular importance during periods of educational change.  
(Strathclyde Regional Council, 1991a, p14)

In reality, however, the HT's control depended to a considerable degree on the exercise of latent power and influence, thus stressing his role as a key player at this level. The type of strategy employed was that of "dividing and ruling" (Bell, 1989). There are two variants of this strategy which can be seen in the way in which the school was managed. One variant was for the HT to call full meetings of the staff on an occasional basis (two per academic year). The main purpose of these meetings was simply to report on matters of general interest. Negotiations with regard to individual matters were handled in a less formal setting. Such an approach avoided comparisons being made and decisions with regard to policy items were basically fait accompli. The other variant was where the Headteacher did allow the PTs to meet and discuss particular matters, which he had defined in advance (three per academic year). Knowing the personalities involved he could often adopt the role of the "honest broker" (*Ibid.*) and intervened only to resolve disputes between individuals. He thus retained his position of overall power.

The operation of such a system led to a situation in which the PTs were deprived of opportunities to widen their horizons. In addition, PTs felt that they had little say in whole-school policy making [PC 53; PC 54; PC 55]: they were either not consulted or were asked for their opinions after the SMT had decided upon a course of action - the latter situation gave rise to more acrimony than the former. PTs did not mind decisions being made at a senior level, often saying that "that's the job that they're being paid to do" [PC 54] and realising that a number of decisions were most appropriately made at this level; they were prepared to be "told" or indeed even, in some cases "sold" decisions" [PC 51]. However, they did object to being treated in a way which they considered to be "unprofessional" [PC 53], and their time being wasted in "pseudo-discussion, cosmetic consultation" and "rubber-stamping" [PC 53; PC 54] when decisions had already been made and were unlikely to be modified. Consideration must be given to the fact that measurement of what can be termed "decisional deprivation" (Conway, 1985, p26), a situation

in which individuals desire more participation in decision-making than they perceive they actually have, is difficult. It is, however, useful in that it underlines the point that it is perception of involvement that determines satisfaction levels. It should be noted that frustrations arising from situations such as those experienced by the PTs, have been identified as causes of stress, which itself leads to under performance (Dunham, 1984) and that teachers' participation in decision-making, on the other hand, improves their sense of efficacy and thus enhances morale (Dembo and Gibson, 1985). These, in turn, have a direct effect on the way in which an initiative is implemented.

It should be noted that this view of decision-making was in direct opposition to that being advocated by the HMI:

Schools have been task-centred and hierarchically based for too long. This has been to the detriment of effective personal relationships and individual esteem. ... Senior Management in schools need to encourage a truly participative approach to the implementation of change. All recent research has indicated that this leads to a sense of ownership etc. ... That is the situation we want to obtain.  
[PC 3]

With regard to the initiative CAS87, no decisions were made at a whole-school level. The staff, however, did receive a copy of the Development Plan for Clydesdale High School, Session 1993-94 in which the following decisions connected with the implementation of the initiative were outlined:

PRIORITY 7: 5-14
TARGET 1 : To consolidate and develop cross-school work in Mathematics and English
TARGET 2 : To develop staff training programmes, on a cross-sectoral basis, in Modern Languages and to establish a P7 Project in Modern Languages
TARGET 3 : To establish a revised Assessment Policy in line with 5-14 Guidelines

(Strathclyde Regional Council, 1993a)

This, in itself, fulfilled the recommendations of the Quality Assurance Inspection Team, who stated that:

A clear statement of whole-school curriculum priorities and development needs should be established and communicated to all staff in the form of a development plan which identifies short-term and long-term targets and which outlines procedures for monitoring the implementation process.

(Strathclyde Regional Council, 1991a, p9)

but did nothing to lessen the acrimony experienced by the PTs and aid efficacious implementation.

From the above situation it can be seen that the HT, in his role as a key player, is illustrating one of the intrinsic dilemmas in the change process - the unique aspect of individual circumstances. The HT clearly had a vested interest in the exercise of control over the situation in which he found himself. He was able to exercise his control through a combination of his formal position within the school and the utilisation of the hierarchically ordered administrative system which was operated in the school. As outlined in Chapter Two, such a situation is typical of many administrators at a local level.



#### 7.2.2.2 Principal Teacher (English)

PTs are middle managers. Their duties range from administration to janitorial responsibilities. As such they face a classical organisational dilemma. Rapport with members of their staff is critical as is keeping their immediate superiors happy. In recent years, the endless supply of new policies, programmes and procedures has ensured that this dilemma has remained active. The expectation that PTs should be leaders in the implementation of changes that they have had no hand in developing and, in some instances, may not understand, is especially troublesome. Amidst the conflicting demands and problems described by PTs, taking on the role of an agent of change seems most problematic, especially as it is not clear exactly what that means. In addition, given the other demands on the role, it is not surprising that some PTs do not approach change with enthusiasm. Despite this, it is apparent that, over the last decade, the PT's role as an agent of change has come front and centre.

Due to the fact that no decisions were made with regard to the implementation of the initiative CAS87 at a whole-school level, the responsibility for the implementation of the initiative with regard to English Language fell totally to the PT (English). During the period 1990-93 the following changes occurred with regard to this post. Firstly, in June 1991, the PT who had been in the post for eighteen years became ill and subsequently took early retirement on the grounds of ill health. Secondly, from August 1991 until January 1992, the APT became PT (Acting) and thirdly, in January 1992 a new PT was appointed.

Each of the respective PTs adopted a radically different style of leadership and administrative practice and this can be seen to ultimately have had a major influence on the way in which the initiative was implemented within the English Department at Clydesdale High School.

Prior to the introduction of the initiative CAS87 and during the initial phase of the implementation (1990-1991) the PT and his subsequent predecessor, the PT (Acting), believed in participative decision-making. He believed, and indeed actively encouraged, free and frank discussion of all matters. In some instances this led to a situation in which discussion was all that took place and no decisions were taken. A good example of this can be seen with regard to the way in which the Departmental Policies were formulated.

In November 1987 there was direct intervention on the part of the HT (who had been appointed in September 1987) in the area of the production of Departmental Policy Documents. As a result of this a Working Party was formed whose aim was to produce a curriculum outline for S1 by June 1988 and for S2 by June 1989. Another Working Party was formed to review departmental procedures and compose policy documents with the eventual aim of producing a Departmental Handbook. There was extensive discussion of these matters on a departmental basis at meetings on [EDM 26/1/88] and [EDM 2/2/88]. It then began to emerge that until there was departmental agreement in the area of aims and objectives, no progress could be made. Discussion of these matters continued at meetings on [EDM 16/2/88], [EDM 8/3/88] and [EDM 7/6/88], but no agreement was reached. A Memo from the HT on [SM 6/12/88] reiterated the need for the production of policy documents with regard to S1 and S2. There was further discussion of the matter at meetings on [EDM 14/2/89], [EDM 14/3/89], [EDM 3/11/89] and [EDM 9/2/90] respectively, but there was still no consensus among members of the department as to what should be included.

A Divisional directive was issued on [SM 30/3/90] which stated that a Departmental priority for Session 1990-91 was to be the production of Departmental Policies and Syllabus Development with regard to S1 and S2. As a result of this the PT obtained copies of various Departmental Handbooks from other schools

within the Division and in May 1990 produced a draft copy of Departmental Policies and Syllabus notes for S1 and S2:

It was the quickest and easiest way to produce Departmental policies. The Region has always wanted uniformity, so now it's getting it. No one [other PTs] was surprised when I phoned and asked for copies [of Departmental policies]. I'm sure that we're all in the same boat, but not quite under the cosh as obviously as I am.  
[PC 44].

These draft copies were based entirely on the copies obtained from other schools. It is interesting to note that the Quality Assurance Unit's Inspection Report drew attention to this area:

On the whole, policy formulation and implementation at departmental level is not particularly well-developed. Departmental policies often do not exist in written form or are insufficiently detailed. All departments should develop written policies within the framework of whole school policies and compile them in a departmental handbook. Arrangements should be made for the monitoring of policy implementation by senior management and principal teachers to ensure consistency between policy and practice.

(Strathclyde Regional Council, 1991a, p7)

It should be stressed that although this philosophy which placed value on the democratic processes per se is to be commended, however, as can be seen, the climate within the Department which was generated by such a policy was one in which each member of staff acted totally as an individual and there was little consensus and no conformity within the Department. This encouragement of individuality became so pronounced that decisions which had been taken were frequently ignored. Ultimately this led to a situation in which particular members of the department were actively opposing the changes which were being proposed, while others were passively or truculently

resisting them. In these circumstances it is the responsibility of the PT to attempt to manage the change in such a way as to minimise the resistance, the conflict and the hostility that will be generated by change.

A prime example of this can be seen with regard to the production of units of work which were to form the basis of the S1 and S2 curriculum. The idea that the Department should be thinking of common core units for S1 and S2 was first mentioned at a meeting on [EDM 23/11/87]. The matter was discussed further on [EDM 1/12/87] where the department agreed that a selection of texts and a core unit for each would allow ample room for teachers to choose materials to suit their own particular needs. At a meeting on [EDM 26/1/88] it was proposed that everyone in the department should become involved in unit development and this was met with general agreement. On [EDM 14/3/88] the department identified seven texts which could provide suitable units for the S1 curriculum and these were allocated to respective members of the department to produce the units. These units were to be produced for [EDM 22/11/88]. On [EDM 17/1/89] the PT drew the attention of members of the department to the fact that the units had still not been produced and this was again restated on [EDM 8/9/89]. This time no deadline was given for the production of these units. No further mention of the production of units of work was made until [EDM 16/1/91] where it was noted that all such units that were being produced should be connected with the initiative CAS87. These units of work were not produced. It became apparent the PT and PT (Acting) were unable to take the initiative and strike the right balance between devolution and accountability.

Traditionally the individual teacher has enjoyed a high degree of autonomy in the essential professional activity of teaching. In the case of the PT English, he was not prepared to impinge upon this professional autonomy. However, by adopting this view, he was negating his role as a manager. What was occurring was a polarisation of positions among the three groups involved: the

HT, the PT and the members of the department. In such circumstances what is required is a re-orientation of the managerial frame of reference by the HT and, in turn, the PT in order to facilitate a situation in which teachers' perceptions of their own professionalism, including the PT, would be affected. Ultimately, this could relocate the whole management process away from a "top-down" approach to a more collegiate one.

Although it would seem logical that the new PT would wish, out of self-interest if nothing else, to tap into the basic philosophy of leadership and administrative practice which was already in existence within the department, she chose to assume an autocratic style of leadership and administrative practice. In the light of this, the belief by the PT that those with higher status or salary have power thrust upon them to make decisions and that participative decision-making is not a "right" but something bestowed by a benevolent manager was something which the members of the department had to accept. The PT believed that:

I've appointed because I'm the best person for the job. The position of PT means that I'll make the decisions, but I'll also be accountable for them. "Carrying the can" and "the buck stops here" are two phrases which I think sum up my role as PT. I realise that other people do have views and opinions, but ultimately it's mine which matter most.  
[PC 47]

The first example of this change in style of leadership and administrative practice can be seen with regard to the Departmental Handbook. This was revised by the PT herself during the first three months she was in post. There was no discussion of the far reaching changes which were made to the policies contained in it. A good example of the type of changes which were made can be found under the section Planning An English Course/Syllabus. Prior to May 1992, this read as follows:



Each S1 and S2 class should undertake units of work based on the following in the course of a year:

- 1 at least one novel (in class)
- 2 at least one novel (Personal Reading Programme)
- 3 one full length play or two shorter plays
- 4 one or more short stories
- 5 selection of poetry
- 6 one media related unit

The following comments were then added:

- 7 computer related work
- 8 use should also be made of the library, video and audio-based material, non-fiction material, Scottish material
- 9 there must be opportunities for solo, pair, group talking with a development of listening skills.

Remember that over the two years we are aiming for progression and development of the Reading, Writing, Talking and Listening strands as detailed in the 5-14 Language Document.

(Clydesdale High School, English Department Handbook, 1992-93)

In addition to changes such as the one outlined above, the PT took steps to ensure that courses were planned, monitored and evaluated. This had not happened in the past.

A major change could be discerned in the area of the production units of work. Her more autocratic form of leadership encouraged her to detail what was required in the contents of these units of work and included: a statement of aims, a list of contents, a balance of activities across Reading /Writing /Listening /Talking, specific opportunities for Reading and Writing assignments for Folio, opportunities for homework and so on. Each teacher was assigned a text on which a unit of work had to be produced by [EDM June, 1992]. In this instance all

members of the department, with one exception, produced their respective units by the due date.

With specific regard to the implementation of the initiative CAS87 the PT drew up and issued a Forward Plan [EDM February, 1992]. This plan detailed each stage of the development work, the member of staff who was responsible for carrying out the relevant development work and the date by which it had to be completed. This plan covered the following areas:

- Self Help Group Meetings
- Visits to Primary Schools
- Review of Primary Profiles
- S1/S2 Resource list update
- Piloting Profiles
- Preparation of New Profiles
- Departmental Forward Plan
- Book Trail Development
- Pro Forma for Personal Reading
- Grading level of and Labelling of Texts
- List of Texts without Units
- Production of additional Units
- Grammar Checklist
- Provision of Exemplars in Reading, Writing
- List of Units Requiring Differentiation
- Production of Differentiated Material for Same
- Departmental Review
- Pupil Information Sheet
- Parent Information Sheet
- Review of Assessment Policy and Practice
- New Pages for Departmental Handbook

All of the above had to be completed by [EDM August 1992].

The PT was attempting to put into place many of the policies which should have already been formulated and established by her predecessor. Further, members of the department felt that ideas about promotion on the part of the PT had become a quite salient interest:

The SMT are well aware of the all the work I'm doing  
for my Department. I've pulled it up from nowhere.  
... The SMT know that the ideas about 5-14 are mine.  
... An AHT has to have a proven leadership record.  
[PC 49]

They were thus beginning to call into question the whole ethos which was motivating her style of leadership [PC 49]. Such a situation can be seen as an illustration of a key player, at a local level, advocating the implementation of a change for personal gain, as was highlighted in Chapter Two.

This feeling among members of the department was perhaps exacerbated by the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) and the "Guidelines on Assessment 5-14" (SOED, 1991b). These demanded greater interaction among teachers on a departmental level and a greater degree of collegiality within the school as a whole. Some of the activities connected with the guidelines are crucial for the sort of collegiality which results in continuous professional development: frequent continuous and precise talk about teaching practice; observation and constructive criticism; joint planning, designing, researching, evaluating and preparing teaching materials, and exchange of good practice.

Members of the department could not keep up with the pace set by the PT, and although she tried to enforce deadlines with regard to all of the items mentioned on the Forward Plan, it became increasingly apparent that this autocratic style of leadership was not allowing members of the department to function at their best. Instead there was a tendency for members of the department to feel alienated. Particular members of the department who were not encouraged to contribute points of view or opinions, withheld contributions or became less co-operative.

As a result of the failure of members of the department to meet deadlines and the growing feeling of alienation which was being

experienced, the PT realised that there had to be an evaluation of the effectiveness of the style of leadership and administrative practise which she had adopted:

If I can meet my own deadlines with all the pressures I have to cope with, I genuinely cannot understand why others can't. Perhaps I haven't always explained things as well as I think I have. ... Perhaps they [the members of the department] can't keep up. ... It can't continue like this. ... but the work's got to be done.  
[PC 49].

There was no doubt that she did not wish to return to the situation which had existed under her predecessor, one in which the discussion of the members of the department dictated the decision-making process, and yet she realised that by operating a totally autocratic style of leadership she was being extremely efficient, but not effective, in the administration of her department. She had concentrated totally on administrative efficiency and had ignored the broader needs of the members of her department as professionals. She had not been prepared to admit her mistakes nor had she been prepared to acknowledge that promoted members of staff must win the respect of their colleagues through the exercise of their own expertise and professionalism. In addition, it was becoming increasingly apparent that she had not been able to differentiate routine activities from higher level ones, with regard to the initiative CAS87. This was clearly illustrated in the list of tasks included in the Forward Plan.

Although the PT was not prepared to accept a situation in which she devolved power with regard to decision-making and administration to members of the department:

Other members of the department don't really understand 5-14 as well as I do. They don't see where I'm going or how to get there. If I allow them to make decisions, what would happen is that I would

spend my time worrying about someone else doing the work, it being wrong and then having to spend time sorting out the mistakes. It's quicker and easier to do it myself.  
[PC 49],

she had to acknowledge that it is how decision-making is handled which determines its efficacy as well as the way in which it is perceived. For example, she realised that members of the department would accept that she had made decisions with regard to particular aspects of the implementation of the initiative CAS87 provided that they were communicated in the right way:

If they [the members of the Department] realise what I'm doing and how I'm doing it, I'm sure that they will accept my decisions better.  
[PC 50]

She also had to be prepared to acknowledge that participation was appropriate at particular points and on particular issues. It began to emerge that the issues which required a degree of acceptance of participation in the process of decision-making were those which were most contentious [PC 49]. In general these issues can be categorised as those which affect teachers' day-to-day lives because they are subject based issues which impinge most obviously on the classroom practice with which the members of the departments identified most closely.

The PT realised that she had to be open and clear about how and why she reached her decisions:

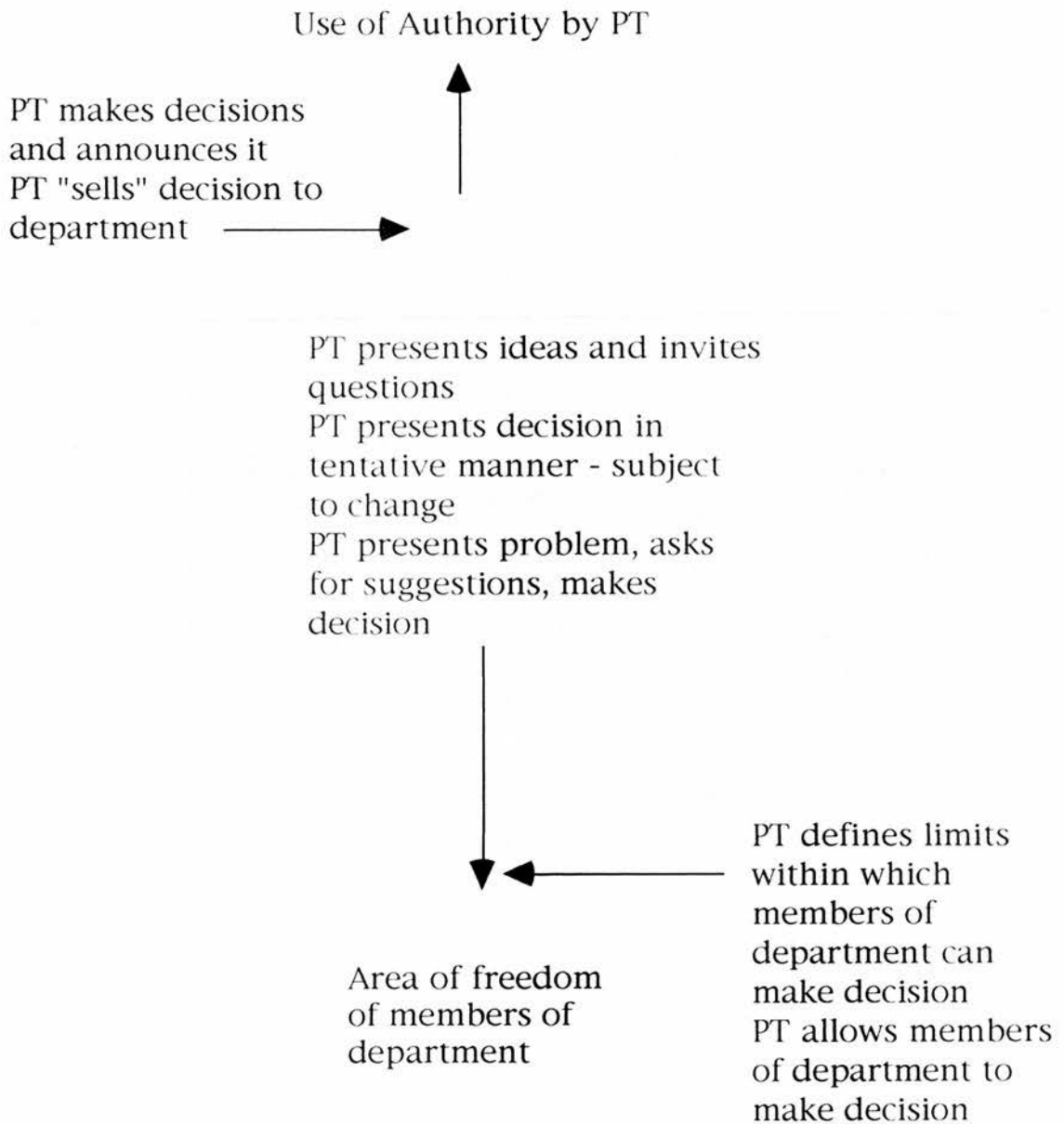
If I keep them [the members of the department] informed and up to date ... and it doesn't seem as though things are coming out of nowhere, they will realise the value of what I'm doing.  
[PC 50].



This, in turn, led to a situation in which the members of the department, particularly during the latter part of session 1993-94, became more secure in their knowledge of how different issues would be decided. The conclusions which can be drawn from such a situation are that due to the fact that PTs are in a position in which they must operate in a myriad of situations, the style of leadership and administration is a hybrid and that it is not so much the style itself which is important as the degree of consistency with which it is applied.

As outlined in Chapter Two, classical management theory emphasises the conscious creation of procedures in opposition to the interplay of unco-ordinated activities and personal relationships. Consequently, the underlying concept is that of hierarchy. What this case study has shown is that while it should be acknowledged that bureaucratic organisational forms and processes can be very effective in the right conditions, in its pure form, the bureaucracy concept cannot be applied fully to schools, especially in times of change. The control function of management, especially in a hierarchical situation, has remained.

Figure 7:3 Changes in the Process of Decision Making



### 7.2.2.3 Lack of Clarity on the Part of SMT With Regard to Goals and Means

Clarity, about goals and means, is a perennial problem in the change process. Even when there is agreement that some kind of change is needed, as when teachers want to improve some area of the curriculum or to improve the school as a whole, the adopted change may not be at all clear about what teachers should do differently. It is therefore evident that lack of clarity as defined in terms of diffuse goals and unspecified means of implementation, represents a major problem at the implementation stage of the process of change.

On previous occasions legislation and new policies and programmes which have required to be implemented in Scotland have been deliberately stated at a general level in order to avoid conflict and promote acceptance and adoption. Such policies often did not indicate how implementation was to be addressed. The curriculum guidelines also suffered from vagueness of goals and especially means of implementation. These facets were clearly illustrated in the initiative "16-18s in Scotland: An Action Plan" (SED, 1983). The curriculum guidelines associated with the innovation CAS87 contain greater specificity of objectives and content with the result that, in theory, they are considered to be "providing direction" (Scottish Information Office, 1991). However, as can be seen in the situation which arose in Clydesdale High School, as outlined in Chapter Six, these guidelines were not utilised to the full nor were they used in a literal way without realisation that certain teaching strategies and underlying beliefs had to be established at a whole-school level, if the guidelines were to be implemented effectively.

From this ethnographic case study in Clydesdale High School, the lack of clarity with regard to the goals and means of the initiative CAS87 can be attributed to the following closely inter-related factors:

- a the fluidity in the staffing of the members of the SMT with responsibility for the implementation of the initiative
- b perception of need with regard to the initiative

#### 7.2.2.3.1 Fluidity in Staffing

At the beginning of the period of the implementation of the initiative (1990), the HT appointed the DHT as the member of the SMT who would have overall responsibility for the implementation process within the school. The HT had decided that during this transitional phase he wanted to create a structure which was staffed by people whose main responsibility was to ensure that the change was successfully initiated and implemented and took place as smoothly as possible:

Delegation in the process of change is important. A person must have his/her role defined so that he/she can operate efficiently within his/her respective remit. ... I want to achieve a situation in which the school simply "moves up a gear" when necessary.  
[PC 31].

Due to the school role the HT could only appoint one person. He felt that by appointing a specific member of the SMT to this position he would be ensuring an effective communication structure and promoting a wider understanding of the initiative within the school. It should be noted that the adoption of such a strategy is in keeping with the view held by the HMI with regard to the role of the SMT in the process of the implementation of CAS87:

School management will have the key task of planning how the institution is to adapt and change to meet the challenge of providing effective education for pupils under the auspices of CAS87. ... The quality of management will, therefore, be one of the critical determinants of a school's success.  
[PC 3]

In addition, in the later stages, the HT would be attempting to ensure that the tasks which would be required to be carried out would be done so by a specified time:

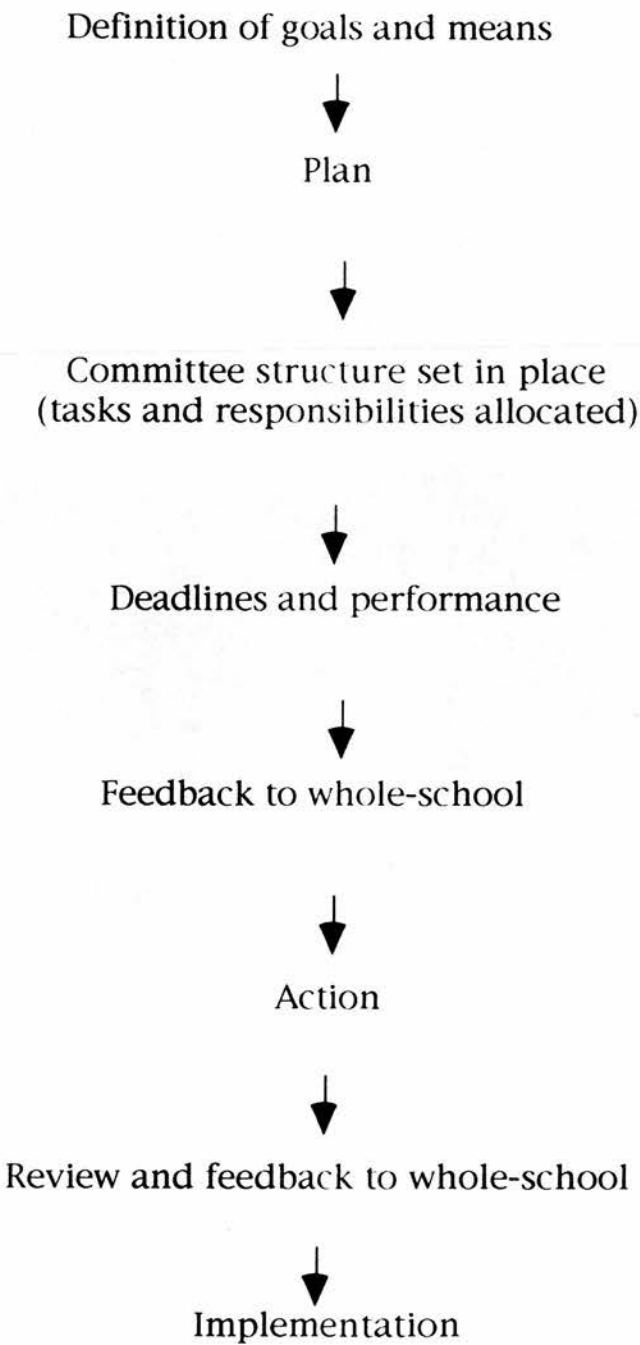
The pace of events is quickening. The school cannot afford to fall behind or it would be failing to meet the needs of its pupils. The deadlines for implementation must be negotiated and must be realistic and achievable. Once down on paper, we must all keep to them.

[PC 31].

The model which he was proposing to adopt was similar to that outlined by Bell (1988, p221). However, instead of seeing it as a cyclical process as Bell did, he saw it as a linear one, in which the implementation could be effected directly after the Review stage of the process.



Figure 7:4 Implementing Change



It should be highlighted that such a model required an element of evaluation and moderation at each stage.

In theory the adoption of such a model for implementation can be seen to be good practice. In reality, however, due to the fact that the DHT did not define the goals and means in terms of the school at the outset of the process, the first stage was not completed and so there was little chance of the model working successfully.

During the period 1990-92 the DHT saw his role as merely a distributor of documentation from SOED and other relevant sources [PC 38]. This is not, however, how the HMI viewed the role of a DHT during the implementation phase:

A DHT is a resource. He is a facilitator. He is an organiser. ... It is on the DHT that we [the HMI] are relying to raise staff awareness and formulate plans for implementation. A DHT must have his "finger on the pulse". He determines what, how and when in the context of an individual school.

[PC 3]

The DHT did, in May 1991, organise a half-day INSET programme for staff which was to raise awareness of the initiative within the school and in June 1991 he formed a committee which was to be responsible for the co-ordination of changes which would take place in the areas of curriculum and assessment as a result of the introduction of the initiative CAS87. Both of the above can be seen to be relevant steps in the model adopted, but because of the lack of clarity with regard to goals and means at the initial stage, a fragmentary approach to the process of implementation has emerged. It should be noted at this point that the committee which was formed did not meet.

In 1992 the responsibility for the co-ordination of the initiative CAS87 at a whole-school level became part of the remit of the newly appointed AHT. Like the DHT she had no prior knowledge

of the initiative and she faced the additional problem of the fact that the lack of co-ordination of the process of implementation at a whole-school level had produced a situation in which specific departments such as English and Mathematics had forged ahead with the implementation of their respective Guidelines. Moreover, these departments were now encountering problems in the areas of assessment and reporting which could only be solved at a whole-school level:

I realise that there are issue which now require to be tackled at a whole school level. Initially, this may appear easy, but I'm having to start from scratch. All the departments are at different stages and in a school it is difficult to reach an agreement about what is required in such a situation. I feel that English and Maths especially, are now at a stage where there requires to be a co-ordination of activities.  
[PC 40].

On the other hand, departments such as Business Studies had not, to date, come to terms with their place within the CAS87 framework. As a result of this, the AHT was unable to successfully fulfil her role of co-ordinating the implementation of the initiative at a whole school-level. Such a situation should not be viewed as a negation of her responsibilities but as one in which the means of achieving the organisational goals had broken down. This is now how the HMI envisaged the role of the SMT in the implementation phase [PC3].

#### 7.2.2.3.2 Perception of Need

The fact that the implementation of the initiative CAS87 was not co-ordinated at a whole-school level initially, may be attributed to the fact that the DHT did not see the initiative as addressing a priority need:

At present I feel that 5-14 is more important for primary schools. I think that secondary schools should wait until a lot more information has come

through before they do anything. I can remember what happened at Standard Grade and I don't want to go through that again.  
[PC 38].

If implementation is to be effective it must be relatively focused or specific needs identified (Little, 1982). Complex or multi-faceted reforms such as CAS87, which are basically restructuring reforms within the secondary school framework, require a great deal of effort to clarify the nature of the needs being addressed. This was not the case in Clydesdale Primary School where the initiative was seen as addressing a priority need from the outset.

The reason for the lack of clarity in this area may be attributed to two factors. Firstly, at the time the DHT was given specific responsibility for the implementation of the initiative at a whole-school level, he was facing a remit overloaded with improvement agendas:

The HT believes in delegation and the job of a DHT is to accept the tasks which are delegated to him. ... The school seems to have reached a point at which so much has to be done that there is not enough time nor enough people to do it. ... I tackle things as they arise. ... Perhaps you could call this "crisis management".  
[PC 38].

This situation did not improve with the publication of the Inspection Report of the Quality Assurance Team in 1991 (Strathclyde Regional Council, 1991a):

I have to admit that the QA Report did highlight many areas which require attention, but the school has two years to do something about this situation. ... I have the day-to-day items to cope with. ... The QA Report recommendations have been added to my remit.  
[PC 39].

As a result of this, for him, it was a question of not only whether a given need was important, but also how important it was relative to other needs. It should be acknowledged that this prioritising among sets of desirables is not easy, as people are reluctant to neglect any goals, even though it may be unrealistic to address them all. Secondly, as outlined in Chapter Two, precise needs are often unclear at the beginning, especially with complex changes such as the one under consideration. People often become clearer about their needs only when they start doing things, that is, during the implementation phase.

It is interesting to note that neither of the members of the SMT who had responsibility for the co-ordination of the initiative CAS87 at a whole-school level had any specialist knowledge of the initiative, nor were they English or Mathematics specialists and so they were not involved on a subject basis. This is of particular importance due to the fact that because they were not directly involved with the implementation of the initiative on a subject basis, they were basically unaware of various problems which were being encountered at that level e.g. lack of interface with current school assessment procedures, time tabling problems, requirements of additional resources. This in turn, led to a situation in which the need to co-ordinate the implementation of the initiative at a school level was not a high priority.

At the school level the influence of key players in situations such as the one outlined above is clear. Although it should be acknowledged that, to a degree decisions, such as this one are rooted in a theoretical or philosophical context, their influence upon the practice is clear. A decision by a key player can have a considerable effect upon the implementation phase and ultimately, as this research has shown in Chapter Six, upon the delivery of an initiative to the pupils in the classroom.

As Huberman and Miles (1984) have pointed out, at the initial stages of implementation not only must the people involved



perceive that the needs being addressed are significant, but they must also be making at least some progress toward meeting them. This was not the case at Clydesdale High School where no progress was made at a whole-school level during the initial stages of implementation of the initiative CAS87.

Unclear goals and fluid participation in an organisation are crucial elements in determining how an organisation makes decisions. Bell (1980) has termed decisions in such organisations as being made by "flight" or "oversight". "Flight" is a loose association of problems and solutions until such time as a more acceptable solution comes along. "Oversight" involves taking decisions without reference to other attendant problems. Thus, at Clydesdale High School, many decisions were being made by both "flight" and "oversight". However, "oversight" became the dominant influence.

In the initial stages a good example of this type of decision-making occurred with regard to the question of reporting. Beginning on [EDM 12/2/92], the PT (English) piloted a new system of pupil profiling within the Department. In a Memo to the DHT she indicated that if this new system of profiling was found to be effective the Department's adoption of such a system would have major implications for the School's Assessment and Reporting Policy (which had not been updated since 1988). After an initial trial period the decision to adopt the new system of pupil profiling was made at a departmental level on [EDM 1/4/92] and the DHT was informed of this decision. No action was taken at a whole-school level until [SM 14/9/92] when the PT (English) informed the AHT that the previous report and comment sheet was no longer suitable for the English Department's requirements, which had changed due to the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a). There was no discussion of the issue at a whole-school level. The AHT instructed the PT (English) to devise a report and comment sheet which would be suitable and that this would be used:

I realised that events had overtaken me. Basically, I considered it better to allow the PT English to go ahead with what she had devised because she's the expert and has obviously thought out what she wants. ... No other departments in the school would find this contentious. ... I'm aware that in the future I may not be able to allow this.  
[PC 41].

It transpired that a similar situation had arisen with regard to Mathematics. The PT (Mathematics) had devised his own report and comment sheet to accommodate changes which he had made due to the implementation of the "Guidelines on Mathematics 5-14" (SOED, 1991c) [PC 51].

It should be noted that after this there was an attempt on the part of the AHT to oversee and co-ordinate the problems being encountered by the English and Mathematics Departments. However, the situation can only be considered to have marginally improved by 1994 when a similar situation arose with regard to the implementation of National Testing in English and Mathematics in Clydesdale High School.

In 1993 SOED published the "Arrangements for National Testing in Secondary Schools" (SOED, 1993b). The English and Mathematics Departments respectively at Clydesdale High School, considered these arrangements at meetings during August and September 1993. Due to the fact that the AHT had not become involved as per what had been advised by SOED (SOED, 1993b, p8) and taking into consideration the time scale involved, the PT (English) was required to request a meeting [EDM 22/11/93] in order to allow her to proceed with arrangements for National Testing from January, 1994. Once again a similar situation had arisen in Mathematics and there had been a lack of co-ordination of such issues at a whole-school level.

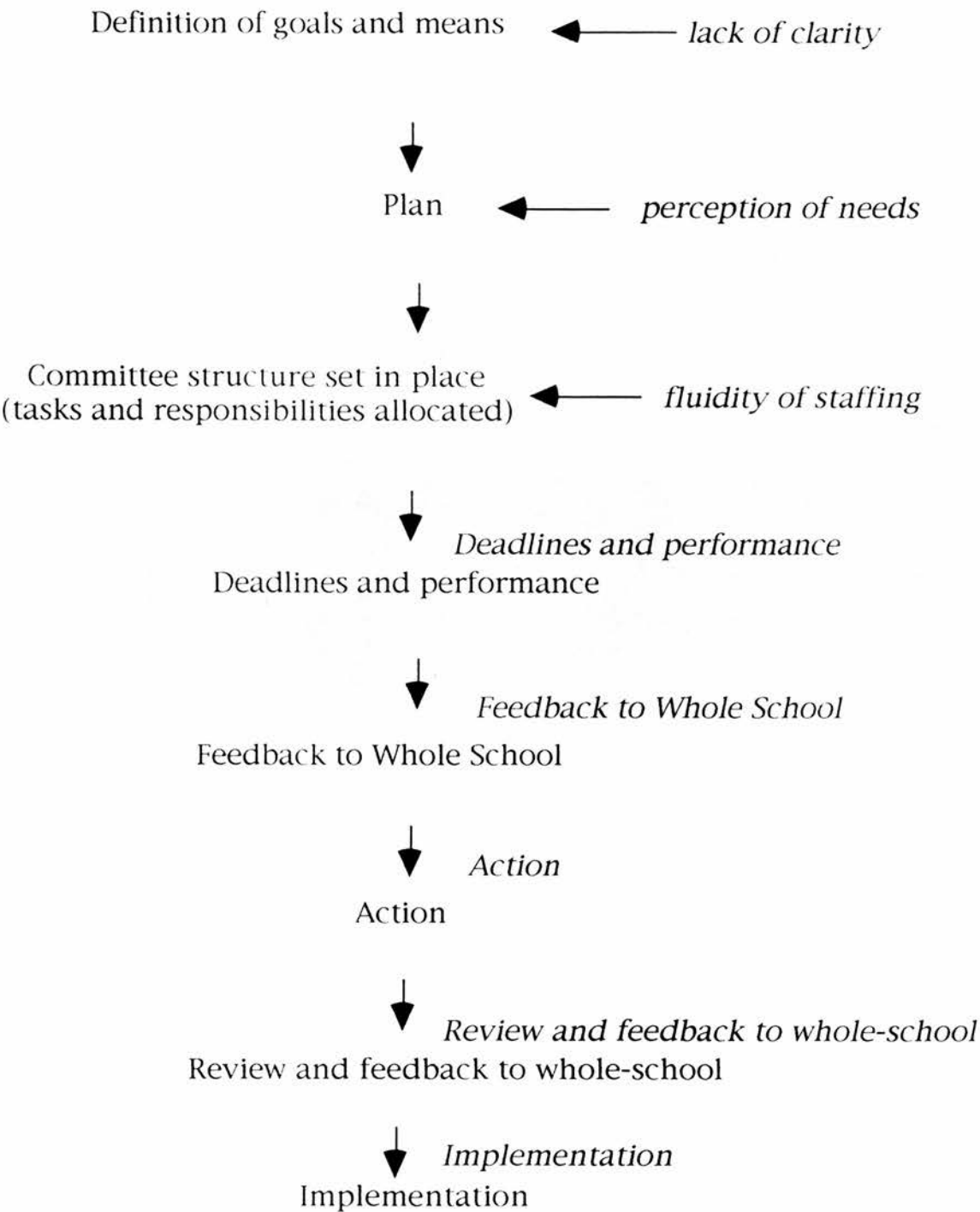
It can therefore be inferred that the initial problems which occurred and which can be attributed to the factors of the lack of

clarity, perception of need and fluidity of staffing which were not resolved at the early stages, were carried over into later stages of implementation and became more visible and far reaching. In turn they have had a direct effect on the way in which the initiative CAS87 has been implemented at a whole-school level at Clydesdale High School.

It is interesting to note that the HMI were very aware that such situations existed in secondary schools:

I feel that the rather piecemeal way in which the initiative [CAS87] has been implemented in secondary schools is not due to those involved at the PT or classroom level, but to the view of the initiative taken by SMTs. ... SMTs have a lot of power in terms of the running of secondary schools. ... They play a pivotal role in the implementation process. From recent inspections we [the HMI] are aware that many SMTs have not been giving the initiative due attention and so it is our aim to encourage the Regions to provide additional INSET training for Senior Managers in secondary schools in the coming session.  
[PC 3]

Figure 7:5 Implementing Change



#### 7.2.2.4 The Role of Working Parties/Committees

The HT at Clydesdale High School was well aware that communication in schools, as in other organisations, is an extremely complex issue and one which he had not satisfactorily addressed:

Even in a school of this size communication is difficult. I set up a system to facilitate access to information, but it appears to constantly be breaking down.  
[PC 33].

The Report of the Quality Assurance Inspection Team highlighted the fact that:

... effective communication would be enhanced by the further development of the committee system within the school.  
(Strathclyde Regional Council, 1991a, p13)

This, taken in conjunction with the recommendation that:

Senior management require to be aware of the need to review and up date existing policies ... Many important aspects of the work of the school lack the framework which policy statements provide ... The school is now at an appropriate stage of development to review whole school policies, to identify those which require updating in the light of new developments, identify gaps, establish priorities and ensure school aims are translated into policies and practice.  
(Strathclyde Regional Council, 1991a, p13)

made him stress to the DHT that he would like him to form committees which would facilitate discussion and aid communication and decision-making on policies with regard to the implementation of the initiative CAS87 within the school [PC 33]. The HT hoped that "staff at all levels would participate according to their interests, skills and knowledge" [PC 33]. It is



interesting to note that Caldwell and Spinks (1988) recommended such an approach, emphasising that working parties should be representative of those with expertise and a stake in the issue under consideration and that information should be obtained from a variety of sources. It is believed that such an approach provides a mechanism for empowering staff and others in preparing policy which provides a framework for action in bringing vision to reality.

In May 1991 the DHT invited specific members of staff to join a committee whose main aim was to co-ordinate, at a whole-school level, the changes which were taking place in the areas of curriculum and assessment as a result of the introduction of the initiative CAS87. Although the HT had expressed a desire that all members of staff should be involved:

I think that it's vital that staff at all levels should be involved. It encourages a sense of ownership.  
[PC 39]

the committee was made up entirely of PTs (English, Mathematics, Science, Modern Languages, Music, Modern Studies, Guidance) [SM]. It should be highlighted that the HMI were aware that such situations frequently existed in secondary schools:

The composition of committees in secondary schools is rarely the result of systematic analysis of functional needs and recruitment by logically derived criteria. ... The determinants are usually historical, based on status and the result of inappropriate delegation. ... This does not happen to the same extent in primary schools.  
[PC 3]

In theory this committee should have facilitated a free flow of information between PTs, through departments and widened the decision-making base within the school. In turn, this would have avoided the constraints and parochialism to which

innovation can fall victim in a school. In reality, however, this committee was not convened. This situation can be traced not only to the DHT's perception of need with regard to the implementation of the initiative, but also to the HT's practical desire to keep total control over decisions which were made within the school, thus stressing his role as a key player at this level.

Paradoxically, the formation of this committee was widely publicised within the school. This can be attributed to the fact that the HT and the SMT had to be seen to be implementing the recommendations which had been made in the Quality Assurance Team's Inspection Report (Strathclyde Regional Council, 1991a). However, the fact that the committee did not meet, led to a situation in which many teachers, and many PTs in particular, felt that once again their views were being ignored [PC 54]. Moreover, it reinforced the fact that there was little evidence of a move to a more democratic approach to decision-making within the school.

During the period between May 1991 and October 1992 there was a considerable change in the status of the initiative CAS87 within the school. This can be attributed to the fact that the English and Mathematics Departments had begun implementation of their respective guidelines (SOED, 1991a; 1991c), the guidelines in a number of other areas e.g. Assessment 5-14 (SOED, 1991b) and Reporting 5-14 (SOED, 1992a) had been published and the Region and the Division had both made recommendations concerning the manner and pace of implementation (Strathclyde Regional Council, 1992a). It was therefore becoming increasingly apparent that issues would arise which would require to be tackled at a whole-school level.

As a result of this the AHT attempted to reconstitute the committee on Curriculum and Assessment in October 1992. She was unable to do so because of changes in staffing and so she decided to form a new committee whose main remit was to co-

ordinate, at a whole-school level, changes which would be taking place in the areas of Reporting and Assessment as a result of the implementation of the initiative CAS87:

I thought it better to start again. So much has changed, that is in the areas of staffing and the amount of knowledge and degree of involvement which departments now have. ... I hopefully won't be offending anyone. ... I want the committee to make some impact in this area because I know that it has been neglected for some time now.  
[PC 41].

Once again this committee was made up entirely of PTs and once again reflected a "faculty" approach (English, Mathematics, Modern Languages, Science, Social Science, Music, Guidance) [SM]. There was a degree of scepticism among members of staff with regard to the effectiveness of such a committee:

The committee structure is very impressive on paper but ... I think that the HT is afraid of letting us meet to discuss things because he knows how unhappy people are ... we are "reinventing the wheel" each time because of this.  
[PC 52]

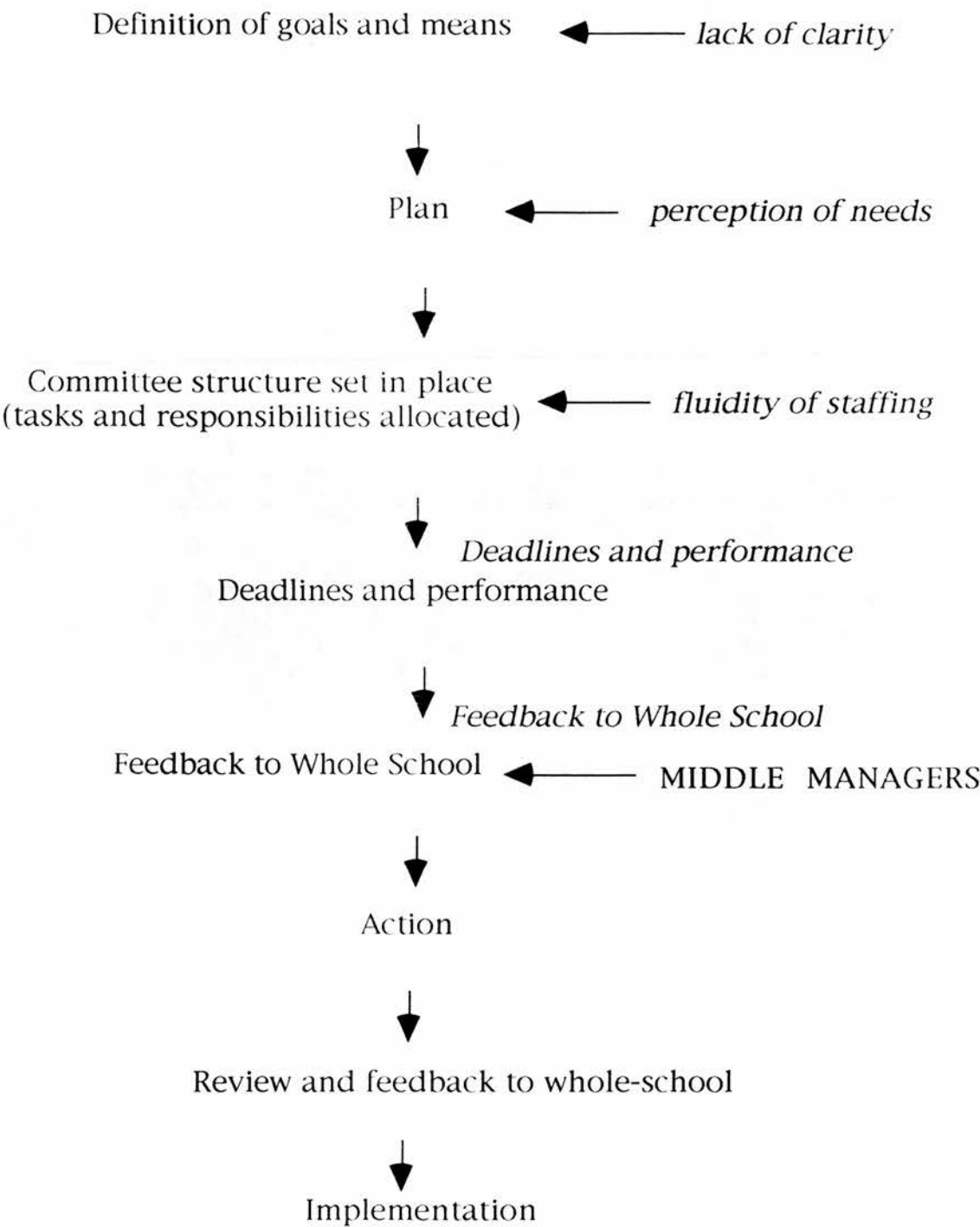
This has proven to be well founded in that this committee, like its predecessor, did not meet and decisions with regard to whole-school issues in this area were still being made by individual members of the SMT on an "oversight" basis.

The main reasons which underlie the fact that this committee was never convened can be attributed to the fragmentary approach to the implementation of the initiative which had developed during the period May 1991-October 1992 and to the fact that the HT and members of the SMT still made the decisions. In addition, this latter factor can be seen to reflect their lack of commitment to a more collegial approach to leadership and decision-making during this period of change. This raises doubts

about the degree of commitment exhibited in Clydesdale High School to collegiality. If there had been a true commitment to collegiality, then leadership and administrative practice would have been far more participatory. Thus, the situation at Clydesdale High School can be seen to exhibit the classical conflict between bureaucracy and professional autonomy (Noble and Pym, 1989). When a comparison is made between Clydesdale High School and Clydesdale Primary School it emerges that some managers, depending on their personality, and influenced by their previous experiences and stage of career, are more "self-actualised" and have a greater sense of efficacy. This leads them to take action and persist in the effort required to bring about successful implementation.

It can be inferred from the above that middle managers have a pivotal role to play in the implementation of an initiative such as CAS87. This can be seen most clearly in their role as conveyors of information regarding the implementation of the initiative at a whole-school level.

Figure 7:6 Implementing Change





If the information had been communicated well, ambiguous situations and the possibility of it being misunderstood or misinterpreted, could have been avoided. In turn this would have averted hostility which led to a situation in which the content of communications regarding the implementation of the initiative CAS87 were frequently ignored. Due to the fact that effective communication should be seen as the link between thought and action and if there is a breakdown in this process, as can be seen from the above, the action which results is frequently viewed with scepticism and suspicion: a situation which does not lead to efficacious implementation. In addition, at Clydesdale High School, due to the lack of clarity that middle managers had with regard to the perception of their role within the implementation process, they can be seen to be poor leaders, which in turn, has led to a decline in motivation, a lack of collaborative feeling and a tendency for staff to want to "opt out" when professional opinions are ignored.

In general, middle managers can be viewed as key players at this level where their influence is quite substantial. Moreover, the situation which has been outlined above can be viewed as paralleling the emergence of networks which exists at the national level of the Scottish policy-making community as outlined in Chapter One. The concepts of "manipulation" and "dependency" highlighted by Boissevain (1973, pviii) and those of "action and human agency" highlighted by McPherson and Raab (1998) are evident in the workings of this community.

### 7.3 Conclusion

As previously outlined in Chapter One, particular features of the dynamic environment in which schools currently operate are that schools have been given greater autonomy and greater exposure to market forces. Schools are having to become more complex organisations in order to meet the varied responsibilities which have been devolved to them. This level of autonomy has

resulted in a changed role for the school. For senior managers the change in role is from tactical decision-making to strategic decision-making, highlighting the need for a significant increase in the flow of information among members of staff. With this increase in responsibility has come an increase in the volume of management activities. This has resulted in a growing need for a more detailed and formalised information system.

Classical management theory emphasises the conscious creation of procedures in opposition to the interplay of unco-ordinated activities. Consequently the basic concepts have been division of labour, organisational structure, job descriptions, but above all, hierarchy. Perhaps because these theories were deeply rooted in socio-political reasons, they have not been seriously challenged: the belief in the control function of management has remained. From this ethnographic case study this can be seen to be even more so at the level of practice than that of theory. It therefore illustrates the classical dilemma in social science as outlined in Chapter Two: the relationship between action/agency and structure.

As outlined in Chapter Two, it is theoretically a HT's actions which serve to legitimate whether a change is to be taken seriously. As a key player he/she has a central role in the interactive process of the implementation of an initiative. At the level of practice it is evident from this case study that the very different styles of leadership, administrative structures and practices adopted in Clydesdale Primary School and Clydesdale High School do have had a major influence on the efficacious implementation of policy and particularly on the way in which staff have viewed the process of implementation in the respective schools. Resultantly, interaction of the type outlined above is a key facet.

It can be seen from this research that effective management of a complex organisation such as a school is less likely with real opportunities being created for teachers to participate in

decision-making processes. Most teachers like to be consulted about major issues and to have the opportunities to put forward ideas and suggestions. Senior staff in both schools were seen as having the right to make decisions but the "pseudo-democracy", which was evident at Clydesdale High School, was something which should have been avoided and can be seen as a contributory factor to the cynical attitude which existed in the school with regard to the implementation of the initiative CAS87. There is a need, therefore, for those in leadership positions to create genuine opportunities for participation. Similarly, indecisiveness and slow decision-making, as exhibited by the middle managers at Clydesdale High School, were seen as undesirable qualities in people holding that position of responsibility.

Although the participative approach to decision-making adopted by the HT at Clydesdale Primary School was generally regarded as positive, it should be noted that the HT was aware of the dangers associated with it. He was aware that having to make decisions on many aspects of school policy, as can so easily occur in a small school, could place too much responsibility on class teachers. Moreover, he realised that some teachers may choose to opt out of working parties or committees, seeing their first commitment as teachers as catering for the needs of their pupils. Although this did not happen, teachers in the school were aware that this option was available to them and so it appears that job satisfaction, in terms of the introduction of the initiative CAS87, was enhanced because the teachers were able to contribute at the level they wanted.

It has emerged that effective middle managers require to be able to operate in all modes: there is no single style which can be identified as the most appropriate for every person in every situation. However, which ever style is used, it should be open, clear and above all consistent. Teachers need to know how decisions, both in departments (if applicable) and in schools, are likely to be made and how matters of significance will be

resolved. Effective leaders, at whatever level, have to be adaptable to match constantly changing situations and it was also important for them to encourage, and indeed facilitate, others to participate in the decision-making process. For this to happen a conceptual change is involved. This change is encapsulated in the formula outlined in Chapter Two that leadership provides the context in which management takes place and that leadership is about people while management is about resources. There is an inevitable tension, as can be seen from this case study, in applying this maxim to schools: the notion of collegiality based on a community of professionals may inhibit the scope for individual leadership. In direct contradistinction to this is the administrative role of HTs which, combined with the lack of time, compels a focus on previously established procedures.

It is difficult to establish the precise rationale for the traditional hierarchical model which pervades the educational system, and, as this case study has shown, particularly that of the secondary school. What has emerged is that there is a tension in the secondary school between the pseudo-rational structure and the notion of schools as professional communities. In the case of Clydesdale High School, this has reached a point where it can be termed "managerialism", a condition under which the artificial needs of managers, organisations, systems, bureaucracies or routines assume dominance over the real needs of pupils (Fairley and Paterson, 1995). In such circumstances the role of the HT as a key player cannot be disputed.

In both schools the importance of collegiality was stressed, but it should be noted that the schools tended to be more hierarchical than collegial organisations. Clydesdale Primary School made far more real progress towards this aim. In Clydesdale High School the phrase Senior Management Team could be considered to have a basis in the idea of collegiality. However, as this ethnographic case study illustrates, this is only of a limited nature. The team exists to do what the individual can no longer do because of the size and complexity of the organisation. Collegiality in this form

is still predicated upon the idea of control over the organisation. From the SMT stems the absolute need for detailed job descriptions for all members of the organisation. Genuine collegiality is something essentially different.

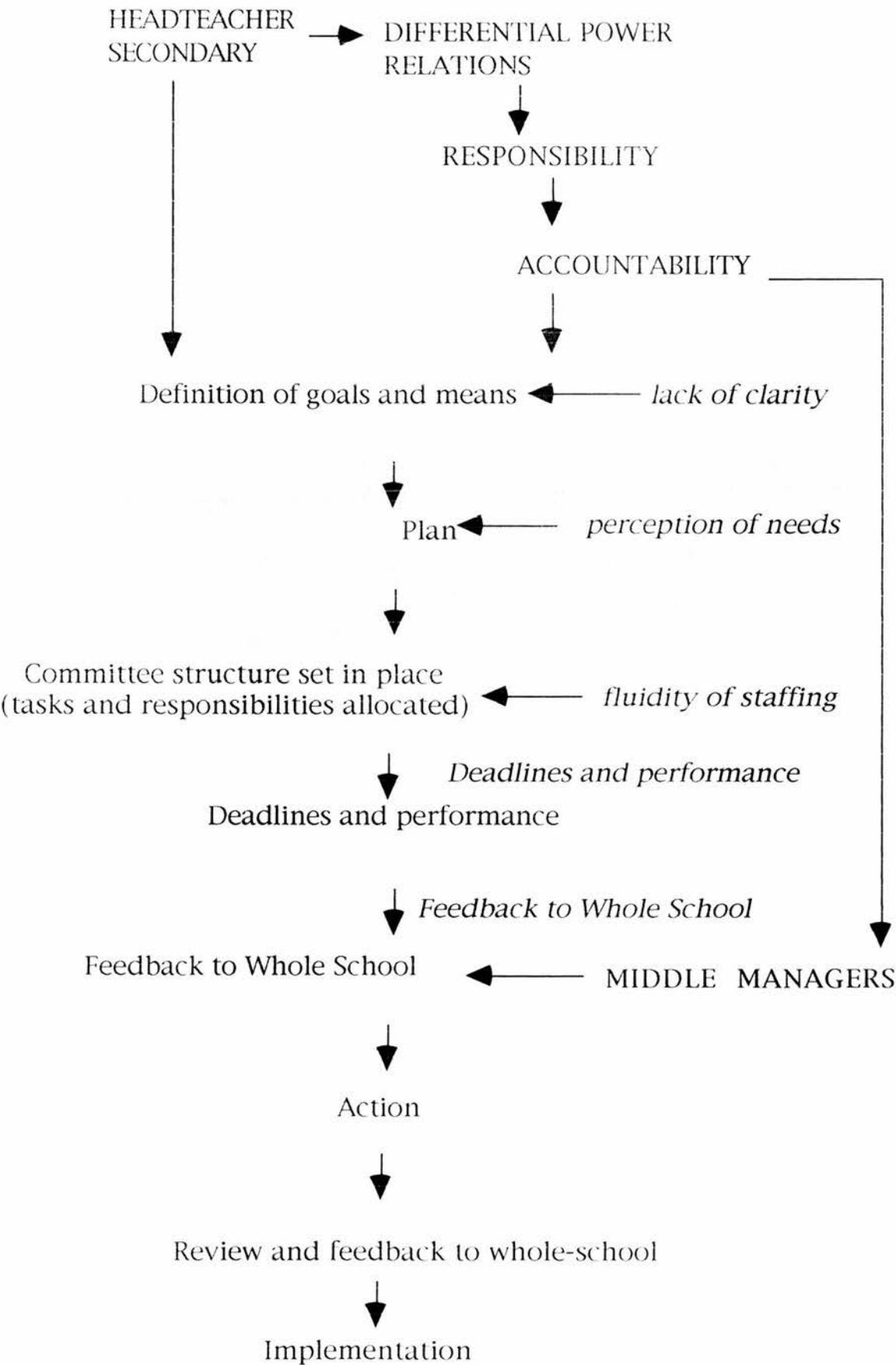
It has emerged that participative decision-making is an important factor in the creation of such a feeling at all levels within a school. Whether teachers' involvement in decision-making is seen as a professional entitlement or something given to them by a benevolent manager is a debatable point. It could be argued that such an important matter should not be left to the predilections of individuals and the obvious influences which they can utilise, and that the former view needs to become the predominant one if both schools, and the departments within the secondary school, are to function more effectively.

The establishment of committees or working parties in both schools has illustrated a direct correlation with the style of leadership being operated in the respective schools. In the case of Clydesdale Primary School the staff were divided into mixed groups and allocated particular tasks to undertake. In Clydesdale High School, on the other hand, membership was allocated on a seniority and faculty basis. Due to the fact that in Clydesdale Primary School this type of participation in decision-making can be seen to have aided the effective implementation of the initiative CAS87 within the school, this method can be recommended as a basis for widening the decision-making base and involvement of staff within the process of change. However, in Clydesdale High School the formation and composition of committees was rarely the result of a systematic analysis of functional needs and recruitment by logically derived criteria. The determinants were historical, concerned with status, motivation and inappropriate delegation. Such a situation can be seen as detrimental to efficacious implementation of policy.



With regard to the concept of change, it is apparent that the PTs felt that whereas they were given the main responsibility for the success of the implementation of the new policy, they lacked the power necessary to meet this responsibility. In contrast, the SMT was perceived as possessing much of the power to affect efficacious implementation, but exercised this power according to criteria which were more to do with organisational convenience. The reasons for particular decisions with regard to the implementation of particular aspects of policy were clear to the specialists in the subject, but were obscured from the view of Senior Management who were subject specialists only secondarily, having been promoted to higher status. However, constraints on management decisions were very obvious to them, and, in their turn, were obscured from the direct view of subject specialists as not being their primary concern.

Figure 7:7 Implementing Change



Power is something that is delegated down a hierarchy. With increasing power goes a changing responsibility and therefore the accountability must match the increased responsibility resultant from the increase in power. The PTs at Clydesdale High School identified their basic problem as a lack of power to carry out their responsibilities as they would wish. It follows, therefore, that an individual PT could not be held fully accountable for the results of his/her work: in practice, of course, he/she was. However, PTs are not the only members of a school community who are accountable and thus the whole picture becomes far more complex the more staff who become involved. Moreover, as is clear from this case study, schools are organised in different ways and this adds a further complicating dimension because the different organisational structures make different demands on staff groupings and, in turn, on their degree of accountability.

As discussed in Chapter One, the issues of power and responsibility require to be taken into consideration when examining the processes of policy-making at a national level. From this case study it can be inferred that the issues of power, responsibility and indeed accountability should be taken into consideration with regard to policy-making at the local level. Moreover, it has emerged that these issues are far more contentious in the secondary school than in the primary school. Such a situation can be attributed to the greater degree of hierarchical organisation which exists within the secondary school and the greater influence which key players can exert within such a system.

What emerges, therefore, is an interesting picture. Schools are task centred, often to the detriment of effective personal relationships, inevitably compromising decision-making procedures and perceptions of individual credibility. Although it is apparent that factors such as unclear goals and fluidity of staffing do have a major effect upon the implementation of a policy at school level, the role of the HT and the style of leadership and administrative practice he adopted is crucial. As

long as a school is viewed in the traditional way as a hierarchical decision-making structure with a horizontal division into departments and a vertical division into authority levels, it will be unable to cope with the unstable and often unpredictable environment produced by the process of change. In such circumstances if the HT does not attempt to change the structure and indeed the culture of the school as a whole, or leaves it to others, largely unmonitored and uncontrolled, efficacious implementation of a policy will not be achieved.

## CHAPTER EIGHT

### CONCLUSION



## 8.1 Conclusions

From an examination of Scotland's system of education and the data presented in this thesis, it is apparent that the initiative CAS87 has had a major impact on the policy community at a national level and on the provision of education at a local level. As such it has provided an excellent case study through which it has been possible to examine the efficacy of the processes of implementation.

At a national level, it can be seen that the State, by having laid down enabling legislation, and having encouraged the adoption of particular practices such as National Testing, has emphasised its central role in the policy-making community. From the theoretical discussion outlined in Chapters One and Two and the research findings of Chapters Six and Seven, it is apparent that the initiative CAS87 is an illustration of the various ways in which network, market and hierarchy are interwoven at all levels of implementation. These policies rely heavily on hierarchical measures of control as seen in the enlargement of central Government's legal powers, as well as the details of centralised specifications according to which LEAs and schools must comply. From the theoretical discussion and its relevance to current education policy in Scotland, the question emerged as to the patterning of Government control over innovation.

It was outlined that Scotland, has a separately governed system of education which retains important differences from that which exists in England and Wales, although in recent years it has often been closely aligned with developments and legislation there (McPherson and Raab, 1988). It was noted in Chapter Three that even without an Education Reform Act, legitimacy problems are more acute. There is, however, major legislation for opting out and for the creation of school boards with a parental majority, but these have relatively few powers. Although there is no legislated National Curriculum, since the early 1980s there has been a nationally recommended framework for the secondary

school curriculum, and powerful central machinery for the curriculum and for assessment has been in place since the mid-1960s.

It can therefore be seen that when the Scottish Office Education Department put forward proposals to tighten the central guidelines for the primary school curriculum, for the first two years of secondary schooling and for National Testing (SOED, 1987b), it was seeking to legitimise them as extensions of the existing system, to be managed through the existing machinery.

It was noted in Chapter Three that, in the light of such changes, Government policies in Scotland might be viewed as "piecemeal implantations", with modifications, of New Right inspired measures that were mainly developed in England and Wales. There has been little original indigenous New Right education thinking that specifically addresses the Scottish education system. However, had Scottish education paralleled policy intervention development in England and Wales, there may have been a less fervent rejection of the centre-driven educational policy by both teachers and parents. Indeed, as noted in Chapter Four, the introduction of National Testing became symbolic of the lack of legitimacy of the Government's overall educational policy in Scotland.

Moreover, political nationalism may be considered as having added fuel to recent debates in Scottish education. The same can be said of the cultural nationalism to which it is often allied, for not only is the non-Scottish source of change resented as a quasi-imperial overriding of the Scottish way of doing things, but the content appears to go against the grain of Scottish culture as well. These are acutely sensitive matters in Scotland, and are not just a concern of the world of educationalists. This is because the Scottish education system has long been regarded as one of the main institutions of national identity within a wider, constitutionally united country. Given the prominent role that education plays, by definition, in cultural transmission and

socialisation, it should be viewed as a principal factor in cultural identity as well. That culture, particularly as reflected in education, is often described in terms of democracy, equality and collectivism.

What has emerged during the periods of the evolution and the implementation of the initiative CAS87 is a breakdown in the partnership in Scottish education between teachers and the Government. In the past, as outlined in Chapter Three, teachers were partners in three different senses: as teachers whose individual or collective work is part of the process of policy implementation; as individuals whose teaching practices aggregate to become a policy, and as collective participants in organisations which represent a professional interest in the policy process. In recent years, the Government has apparently preferred to command rather than to negotiate, or to bargain policies with partners or others, although it still relies on these people to implement them. The Conservative Government in Scotland, can be considered to be polemicising against what it regards as the corporatist approach of its Labour predecessors, and is therefore seeking to break the professionals' control or influence.

However, as outlined in Chapter One, the Government claims that it is decentralising power to schools so that they may dispose of their own budgets and govern themselves, to Headteachers whose responsibilities may be enlarged, and to parents as individual choosers of schools and as collective participants in school management. What has emerged from this thesis is that whether or not this decentralising claim is wholly valid, it rests heavily on the influence of key players and on the elements of co-ordination and resource-allocation at all levels of the implementation process. In addition, the uprooting of old partnerships and understandings in favour of newer ones operating at all levels can be seen as the Government's attempt to restructure networks within the education system. It has been argued by the HMI that these will be more reliable instruments

of policy implementation, or at least less resistant to central initiatives. In this, older patterns of trust, which have been a feature of Scottish educational policy-making, have been eroded and newer ones have taken their place. The new ones, however, are characterised by mistrust as was noted in the interviews in Chapters Six and Seven.

In Scotland this mistrust can be seen in the fact that the Government has apparently had little success in cultivating one of its new partners in educational policy-making - the parents. It is true that a substantial minority of Scottish parents now exercises its right to choose a school, but in spite of this, or perhaps even because of this, support for the system of public schooling is high. The solidarity of parents with teachers survived the teachers' industrial action of the mid 1980s and was consolidated by opposition to the Government's programme for National Testing in primary schools in 1990. Only one group of parents has taken a school out of an Education Authority control and there are now signs that school boards, far from promoting opting-out, are becoming a focus of resistance to market-led policies for education both locally and nationally. Whilst the Scottish Office has become a more powerful instrument of change since 1950, it is a power that relies on, and that is circumscribed by, the consensual support of a wider educational policy community with roots in a distinctive civil society of which the parents are members. It can therefore be seen that although the Government wishes to cultivate its new partner, there is a widespread consensus across this community in respect of key areas of education, which make this an extremely difficult task especially in a country where it is in a political minority.

The break-up of the older partnership in the policy-making framework of Scottish education as characterised by the initiative CAS87 can be seen to signify the replacement of what had become entrenched bargaining relationships by more fluid and participatory links that ostensibly disperse power, but also, and more significantly for Scottish education, concentrate it on the

system's central policy-making processes and indeed upon the key players within it. This new pluralism can be considered to be strengthening the position of central government in Scotland. The locus of policy-making, as illustrated in Chapter Three, is therefore shifting. It now includes a dominant central government and a dispersed, pluralist array of individual policy-makers.

The New Right education policy which now arguably prevails in Scotland poses the question of how strong an education settlement can be if its ideological legitimation is based more securely upon a rejection of the past than upon a clear and unified vision of the future. It is basically far too early to ascertain whether or not the Government has achieved its objectives with this new reform, but whatever ideological coherence can be found in it, its coherence in practice, as has emerged from this thesis, cannot be assumed. Given the different pathways through which the elements of such a complex and divisive initiative such as CAS87 are to be implemented, and given the formidable obstacles in the path of creating a new policy community which embraces a common purpose, legitimacy problems are likely to continue for some time. In Chapter Two it was shown that in the light of the most recent Government initiatives, teacher appraisal and Devolved Management of Resources (DMR), the Government is hoping that managerialism, and the language of efficiency will provide the idioms and ideological raw materials which will be held in common by participants at all levels of the system, under the persuasive pressure of central government. However, it can be concluded that these are slender foundations for any reconstructed, legitimating ideology for Scottish educational policy-making.

In the light of this it should be noted that as far as Scottish education is concerned, data on performance is now required by the Scottish Office under the provisions of the Education (Schools) Act 1992, an essentially English Act, of which only one section



applies to Scotland. Although this data is concerned with school performance, it focuses particularly on management concerns (Brown, 1992, p9). This concern with management can also be discerned within the SOED's performance indicators where they are given a high priority (Fairley and Paterson, 1995, p20).

As noted in Chapter Two, this concern with management in the current political climate, can be linked with a desire for accountability brought about by the fact that the Government wants to place more emphasis on market choice. The education service, however, has not been given the freedom to respond as it would in a true market: it is increasingly tightly controlled by centrally imposed ideas. However, as Fairley and Paterson (1995) point out, education cannot be given this freedom without a slow loss of commitment to universal provision of common standards.

One of the most striking features of the initiative CAS87 is the way in which it imports the language of management and business. It discusses "outcomes" and "targets" and discusses "delivery" of the curriculum, "streamlining" and "deployment", "plans" and "charts" and how to "capitalise on learning". "The Report on Moderation" (SOED, 1991e) discusses the "allocation" of pupils to levels and "feasibility studies", "interim solutions", and of the "close alignment" of tests which "yield diagnostic pointers". The whole documentation associated with the initiative is filled with "components" inside "frameworks" where resources are "assembled" to provide work which is "programmed" and where assessment is an "on going process" throughout a "cycle". The effect of such language can be considered as simplifying teaching and learning. The use of "computer" metaphors suggests a linear progression in educational attainment. "Normal" pupils will build on their attainments in a "logical", sequential manner; pupils who have difficulties will have these resolved in a sub-programme. It makes everything simple and unproblematic: a matter of sequence and delivery.

In direct contrast with this is the fact that one of the most powerful arguments put forward by the Government prior to its introduction of the initiative CAS87 was that it was concerned with falling "standards" and that it wanted to improve them. It is inconceivable that any educationalist could be against the improvement of standards: suggestions that teachers are unconcerned if their pupils fail to become competent in reading and writing are too ludicrous to be taken seriously. However, how that improvement is to be achieved is another matter. John White pointed out that:

There is no virtue in a national curriculum as such.  
Hitler had a national curriculum and so did Stalin.  
The basic issue is what kind of national curriculum?  
(White, 1988, p218)

It would be naive and inept to suggest that Scotland does not have a national curriculum simply because it is not enacted in legislation as noted in Chapters Three and Four. Legislation does make a difference as can be seen from the introduction of regulations for National Testing when otherwise it seemed some Local Education Authorities would not implement the Government's proposals.

If the initiative CAS87 is an aspect of a national curriculum the Government should have few problems with standards. Standards, in the contemporary sense of the word, are not something which arise as an inevitable consequence of the ways in which the curriculum is articulated in the curriculum guidelines, but they do provide a context from which misconceptions can be conceived. It has become apparent from this thesis that the idea of all knowledge being accommodated in a framework conceptualised as five levels of attainment may cause distortion in some curriculum areas. This may, however, be balanced by the "rewards", as yet to be seen, of having the same pattern across the whole curriculum. If it is assumed that

the distortions which may occur are acceptable then there are obvious problems in how the levels of attainment are articulated.

Most importantly the levels of attainment used emphasise that the learning with which the programme is concerned is complex. Significantly, however, it has been identified with a linear model of progress. This problem may be viewed as having arisen from the assumptions made, mostly by politicians, that educational standards can be conceptualised in stages. The statement that the main function of the tests is to:

... tell teachers and parents about the achievement of individual pupils in relation to nationally agreed and understood standards ...

(SOED, 1991b, par. 12)

implies that pupils' performance can be rigorously checked against some national standard.

It is important to consider what lessons the implementation of this particular initiative might offer educational administrators tackling the problems of policy innovation and implementation in the future.

Coming to terms with the process of educational change in Scotland has been a self-defeating experience over the last thirty years. As noted in Chapter Two, it is evident that people did not learn from their own experiences or from the experience of history. The response to such a situation from those in authority has been to adopt policies which reflect more legislation and more accountability. For those on the receiving end, the teaching profession, the response has been more retreats into isolation and in some instances, over particular aspects, collective resistance. It can be seen that these apparently rational political solutions, while perfectly understandable when a government is in a hurry to bring about a change in education, simply do not work. This can, in turn, lead to a situation in which some people begin to

take different tacks, reframing their approaches, however, consciously or intuitively. As a result new paradigms are formed.

The major dilemma in the process of educational change therefore concerns uniformity versus variation of solutions. This was noted in Chapter Two. Neither centralisation or decentralisation appears to work. National systems which have been brought about by legislation cannot work without reducing the educational enterprise to a low common denominator. From the ethnographic case study which is central to this thesis, it has become apparent that the school is the centre of change and so constant communication and negotiations both within schools, between schools and between schools and other agencies, can honour both variation and universal formalisation.

Changes in educational policy cannot be achieved without working with, not against, schools. From the findings of Chapters Six and Seven, this thesis has shown that schools, particularly secondary schools, are sites of ideological struggle for key players. As can be seen from the interviews with DHTs, AHTs and PTs, they are also arenas of competition and contest over material advantage and vested interest. Careers, resources, status and influence are at stake in the conflicts. The interpersonal relationships which exist within a school are therefore of prime importance. However, if efficacious implementation is to be achieved, schools themselves require to change. Everyone associated with the school requires to put in great energy, over a period of time, into changing the culture of the school. This implies new values, norms, skills, practices and structures. In order to accomplish this key task it is necessary to identify the areas which require renewal: new forms of leadership, collegiality, commitment to and mechanisms for implementation and improvement.

It would be a mistake to conclude that a solution would be for policy-makers and administrators to become experts in the

process of change. By itself, this would be manipulative and ineffectual. As noted in Chapter Seven, administrators and other managers, as key players, have organisational power, but not educational power. It can be seen that the use of organisational power alone is not how things get done in schools; policy-makers can make organisational and curriculum changes but still not make any progress.

In addition to identifying the focus of change, institutional renewal, at a school level, one of the key facets of this thesis has been to illustrate that the current school organisation is an anachronism. It was designed for an earlier period and for conditions that no longer hold true. The way ahead for efficacious implementation of innovations in educational policy therefore lies in the combination of individual and institutional renewal. In the case of both of these areas, this thesis highlights the importance of processes, not outcomes. Processes are not neutral: the ways in which a school goes about its activities shapes the character of the education which is experienced there.

From the case studies in Chapter Six and Seven, it is apparent that the collegial model which is based on partnership or consensus is more satisfactory. This is not because consensus is better at providing effective implementation, but because of the processes which reaching a consensus entails. Indeed, it might even be considered the case that the outcome of the consensus matters less than what led up to the reaching of the consensus. Moreover, what has emerged is that the extent to which a collegial model can be adopted is dependent upon the beliefs and subsequent influence of the key players. As noted in Chapter Two, these are very difficult to change.

The problems in the way of managing by consensus are, however, formidable. Firstly it would require a complete change of the whole education system to work well. Change within a particular school is not enough because it would continue to be embedded in external hierarchies. Secondly, in reality, the



dialogue which is required to bring about consensus is always contaminated with differential power. As Fairley and Paterson (1995) point out, the differences which power inevitably brings renders the achievement of actual equality in dialogue impossible. However, although the inequalities of any system of management are a reality and tend to be obscured or ignored by those which are based on bureaucracy or the market, it is to be hoped that a more open style would, by exposing these inequalities, contribute to their gradual erosion. Thirdly, there is the problem that dialogue in an attempt to reach consensus might be endless and therefore prevent action on problems ever being taken. These issues were discussed in Chapter Six.

For these problems to be reduced, Chapters Six and Seven have drawn attention to a number of possibilities. The school has to become less hierarchical. Teachers have to be given the opportunity to participate in discussion of their practice. Individuals have to take affirmative action to make positive changes in their own situations. Institutions have to provide pressure on but also support for individuals; pressure on individuals and organisations to take into account the wider societal and political perspectives; support by being responsive to individual and school initiatives thereby encouraging variation as well as convergence in order to produce efficacious implementation.

What has emerged from an examination of the process of change, taken in conjunction with an analysis of the models of policy-making, is that the central issue in the process of change and subsequently efficacious implementation, is the problem of relationships between networks and key players and the extent to which the power of the State is circumscribed by these contextualised features.

## 8.2 Future Implications

In Chapters One to Four, through a historical/political account, it was noted that education is at a cross roads. There are those who are committed to it continuing as a public service. Public services are distinguished from market services, in part, by the relative complexity of the accountability framework within which the public sector operates (Glynn, 1993, p16). New educational initiatives, such as CAS87, are placing more emphasis on particular aspects of accountability. With such a move there is apparently the risk, in the long term, that there will be a weakening of the broad framework and indeed a marginalisation of particular aspects of accountability in Scottish education.

To date, there have been attempts in Scotland to fundamentally alter such moves. This can be seen in the history of National Testing in Scottish schools where the original proposals, as noted in Chapter Four, had to be withdrawn because they were opposed so widely. The new proposals which are now being implemented do command more support from parents but are still meeting resistance from teachers. The main ostensible reason for these continuing problems is the extra workload which these tests impose on teachers, but underlying these concerns are the unresolved issues about the purposes of education. These continuing problems are therefore still related to the way in which the tests were imposed: they did not emerge from a consensus in the education system. In the future, however, it is highly questionable as to whether such attempts will succeed.

The problem is therefore not one of correct policy formulation, but one of practice. Good teaching and substantive curricular guidelines cannot be mandated: they have to be grown. The position which exists at present, is therefore, one in which it would appear that the curriculum guidelines and the arrangements for assessment and National Testing are primarily fulfilling the requirements for the regulation of content and of system control which may, depending on future events, provide

one of the most effective forms of surveillance ever devised in the context of Scottish education rather than the provision of a system of education which should:

... satisfy the needs of the individual and society and promote the development of knowledge, understanding and of practical skills.

(SED, 1989a, par. 3, p2)

However, the development of National Testing within the framework of the initiative CAS87 has become such a complex political process that it may undermine the Government's goal of improving accountability to the public. To generate a system which provides meaningful performance information to parents from a classroom level and yet links that information to national standards may yet prove to be a political and technical nightmare. The system cannot be created or sustained without strong professional involvement. Yet it is a political reality that those who control the development of such a system of information are unlikely to acquiesce too far in their own undoing.

It is apparent that the State does have an influence upon all facets of the decision-making and implementation processes. The State's capacity to structure and restructure, organise and reorganise, will differ from policy to policy. What is clear, however, is that the hierarchical assumptions of State control which underlie "top-down" models of the relationship between policy-making and implementation, or of the working of public bureaucracies<sup>1</sup> do not work. It is suggested that what should be aimed at is a situation in which the State, in terms of a pluralistic model of policy-making, acknowledges that efficacious implementation of policies can only be brought about by a recognition of the centrality of the school and its participants to the process. This thesis has shown that despite national

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<sup>1</sup> in terms of Weberian theory

legislation, local circumstances<sup>2</sup> are a major influence on efficacious implementation.

Moreover, it has illustrated that the strong professional involvement which is required to bring about efficacious implementation of a policy is only to be found in the school. The school is therefore at the centre of the policy implementation process. However, as has been seen, if a school retains a hierarchical decision-making structure, which is unmonitored, uncontrolled and in which communication is impeded, it will be unable to cope with the environment produced by the process of change. Efficacious implementation of a policy will therefore not be achieved.

Ultimately, however, if there is not the development of a coherent philosophy to underpin the new policy initiatives in Scotland, then choice, in practice, will degenerate into selection, and breadth of study will vanish in the frenetic race for high-status certificates. Scotland will have lost its opportunity to provide a unified system - a vision which is close to the Scottish tradition and which most Scottish educationalists would willingly support. The alternative is not a better system, but a disorderly relapse towards the English one: democracy, equality and collectivism are threatened.

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<sup>2</sup> in terms of key players, funding and resources

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**APPENDIX 3:1a**

**The influence of the SED on principal policy documents in Scottish education 1945-1987**

<b><u>Year of publication</u></b>	<b><u>Document</u></b>	<b><u>Relationship to SED</u></b>
1946	Advisory Council Report on Primary Education	Developed from HMI memoranda. Given limited endorsement by SED (Circular 122) but little active support.
1950	HMI Memorandum "The Primary School in Scotland"	Used some memoranda as above, to different effect. Issued by the SED after a delay of 8 years.
1965	"Primary Education in Scotland"	Prepared by a committee of 19, of which 8 were HMIs. Strong Inspectorate influence.
1980	HMI Report "Learning and Teaching in P4 and P7"	Follow up to 1965 "Primary Memorandum" to monitor implementation of its recommendations.
1983	COPE Position Paper "Primary Education in the Eighties"	Subcommittee of the CCC. Affiliated to SED, but apparently became more independent through time.
1986	SCCC Discussion Paper "Education 10-14 in Scotland"	Subcommittee of the SCCC. Assessed by HMI for SED. Not implemented.
1987	SOED policy document "Curriculum and Assessment in Scotland: a policy for the 90s"	Prepared and issued by SOED.



## APPENDIX 3:1b

### The Historical Perspective

An analysis of contemporary policy-making cannot be carried out in isolation. Any analysis should, therefore, extend to include a historical perspective. In the light of this the principal policy documents which are referred to in the body of this thesis are examined. Particular reference is made to the fundamental interpretation of their ideas on the role of assessment and Language teaching and the subsequent reception of each document is considered.

#### "Report on Primary Education 1946 by the Advisory Council on Education in Scotland" (SED)

The Secretary of State for Scotland had requested a review of the existing provision of primary education as a result of the recognition in 1945 of primary as a stage for all. The Advisory Council's Report articulated specific progressive recommendations in the reorganisation of primary education. The main function of school was that it would be a microcosm of a postulated ideal society, where pupils were to be prepared for the fulfilment of specific roles in a community. Individual effort, in this view, might be useful in so far as it contributed to group survival, but it was not to be valued at a competitive level, and thereby become a means of fostering disharmony and lack of commonalty of ends.

The Advisory Council's Report dealt with the subject of assessment under the headings of Examinations (SED, 1946b, p106) and Attainment Tests (*Ibid.*, p121). It allocated very little space to this topic due to the fact that "we have no sympathy with, or even tolerance for, examinations in primary schools." (SED, 1946b, p106). This rejection

was based upon the idea that forms of examination such as intelligence testing, should become a normal part of the procedures of primary schools especially in Primary I, Primary IV and Primary V. These tests were seen as being of considerable importance in order:

... to find out the natural capacity of each child ... to relate attainment to capacity and to give the teacher guidance about what may be expected from each child.  
(SED, 1946b, p106)

There was, however, an introduction of the idea of continuous assessment. The Report stressed that assessment should not be "of too formal a kind" and should be "incidental" and "curricular". These tests should be carried out for the benefit of the teacher in order that she is able to evaluate the extent to which her instruction has been absorbed by individuals and be able to ascertain where areas of specific difficulty were being encountered. This, in turn, was seen as leading to a change or improvement in methods of teaching and to special help being provided for individuals encountering difficulties.

In the area of attainment tests the Report recommended that the implementation of such tests would, in practice, lead to the imposition of a syllabus on all schools, particularly in subjects like History and Geography. It could lead to cramming and to the wrong bias in teaching where culturally important subjects such as Music and Art were neglected because they were unexamined. More importantly the Advisory Council were concerned that it would lead to:

... a suspicion that the comparative merits of different schools and staffs were being judged by authorities in accordance with the average mark obtained.  
(SED, 1946b, p121)

In the area of Language teaching the Advisory Council's Report may, initially, in retrospect, appear innovative. It discarded "with little regret the narrow and obsolete view that reading and writing" (SED, 1946b, p29) were two fundamentals of education and recommended that speech or language:

... is the foundation of all human communication, the vehicle of thought and memory. Reading, whether oral or silent, is a development that depends on the human capacity for speech and the birth and development of language. From speech and the written word have developed the power to accumulate and retain observations of fact, to exercise the mind on the meanings of history and life, and to express in literature the visions and imaginings of the human soul.  
(SED, 1946b, p30)

The Report stated that spoken English was "one of the comparative failures in Scottish schools". It noted that this was not due to a general lack of competence on the part of the teacher or the impossibility of the task, but on the lack of insistence on the need to speak the language properly, that is without reference to the dialect of the home, of the street or the playground. In order to achieve such a goal, entrance into Primary I was seen as "a completely fresh beginning ... with what should be regarded as a basic subject, on which all other subjects depend." (SED, 1946b, p42). It recommended that the development of a "large and ready oral vocabulary" was an indispensable part of the growth of full personality and a necessary foundation for the many other activities in school and community life.

The Advisory Council's Report made a distinction between spoken and written English which it felt was "necessary and fundamental" due to the fact that:

... the identification of literacy with education has had some undesirable consequences. It has given "black-coated" jobs an attractiveness disproportionate to their intrinsic interest and social value and has contributed to the excessive emphasis placed on the results of written examinations.  
(SED, 1946b, p52)

In line with such thinking the Report rejected the teaching of English grammar not only because it "obscures the fact that the English language is a living, growing organism with some specifically lively "growing points" (SED, 1946b, p60), but also because it was not seen as a primary means of learning correct English. It recommended that grammar should not be taught at all in the earlier years of the primary school; that a few necessary and fundamental names like those of the parts of speech should be taught in the later stages and that constant stress should be laid on the position and the function of the word or phrase in the sentence. Likewise it saw the role of the spelling lesson as being "over stressed". It saw:

... rigidity in spelling ... as having led to the conception of absolute rightness, which of course, is not applicable to spelling as it is to the multiplication table.  
(SED, 1946b, p57)

and recommended that the general aim of the spelling lesson should be to get the maximum result relative to each pupil in the shortest possible time and giving confidence.

In contrast, the Report saw reading and the helping of children:

... to comprehend, to understand and profit by what they read ... as a task of the highest importance for society as well as the individual.  
(SED, 1946b, p57)

The Report took as a fundamental premise that children learn to comprehend what they read in much the same way as they learn to comprehend what they hear, and that as words are met again and again in different connections their full meanings become more and more apparent or "may dawn in a sudden flash of understanding" (SED, 1946b, p57). In the light of this belief, the job of the teacher was seen as being that of arousing and maintaining the interest of the child by setting reading tasks which could be either of an extensive or an intensive type. The overriding priority was, however, that the reading tasks must be of a "definite and continuing purpose with reference to each class or group or individual" (SED, 1946b, p59).

The 1946 Report (SED, 1946b) encouraged the development of the pupil as an independent individual who learned through discovery rather than didacticism, and who followed, to a great extent, his/her own interests in the process of learning. However, the recommendations in this Report were not widely adopted and the face of Scottish primary education did not alter radically as a direct result of it.

After publication of the Report, the SED's endorsement of its recommendations in Circular 122 was ambiguous. The SED did nothing to implement those recommendations of the Advisory Council where its action would have been necessary to stimulate change. It must be highlighted that while many of the Advisory Council's ideas enjoyed currency with and support from teachers, they were not translated into practice. Ideological opposition from



the SED may have been the cause of this, as much as the economic problems of implementation.

The Primary School in Scotland: Memorandum on the Curriculum (SED, 1950)

Whether it is described as a "myth" (McPherson and Raab, 1988; McPherson, 1983) or taken as a fact of Scottish education, upward mobility through education was a belief to which many Scottish people subscribed. The school and the examination system sustained by the SED offered the opportunity for upward mobility; and the myth of the "lad o' pairts" was dear to the hearts of those involved in policy implementation, even if the "lad o' pairts" was represented by only a small proportion of the school population. To the SED, a thorough grounding in the Three Rs, made the responsibility of primary schools, would be a factor in the upward mobility of any pupil, no matter what his/her social origins. If the primary curriculum was narrow and teachers' methods reflected a pre-occupation with regimentation in learning procedures directed towards pupils' mastery of a specific and predetermined body of knowledge, this would be seen as highly beneficial to pupils of a high academic ability.

There was a fundamental difference between the curriculum models championed by the SED and the Advisory Council and, by extension, the role played by the child in the process of schooling. This, to the SED, was unambiguous. The child was in school to learn specific subjects in a particular fashion. The teacher would teach from a rigid, centrally-directed model of the curriculum where those at the centre controlled who had access to what forms of knowledge, unimpeded by teachers who considered the individuality of their pupils as a prerequisite of curriculum organisation. The SED's approach to the

organisation of Scottish education at this point can be seen as hierarchical in structure, where access to a further stage was controlled by a pupil's academic success at the preceding stage.

Such an approach to education had a major influence on the forms of assessment which were recommended in the 1950 Memorandum. In contrast with the 1946 Advisory Council Report (SED, 1946b), assessment was now considered in its own right and more time was devoted to a discussion of the subject. Unlike the 1946 Report, the 1950 Memorandum advocated a return to written examinations which, it believed "if properly conducted, can be very stimulating to both pupils and teachers" (SED, 1950a, p123). In addition, it stated that:

Nothing can equal an examination in revealing to the teacher the progress of her class and, still more important, the progress of each pupil in it.  
(SED, 1950a, p123)

The 1950 Memorandum devoted some time to a discussion not only of the pros and cons of the type of examination questions which should be set, but also to the problems which can arise in the marking of such questions. Such a discussion is present due to the fact that the Memorandum advocated that examination results should be standardised. Such a recommendation is closely connected with its comments on the use of Intelligence Tests which it believed were "at present, the best means of measuring inborn mental ability as distinct from acquired knowledge." (SED, 1950a, p125). If published intelligence and attainment tests which had been reliably standardised were used, the results (ages and quotients), which they would yield, it was believed, would allow pupils to be compared with one another, thus reinforcing

the hierarchical view of Scottish education which the SED was advocating at this time.

The same philosophy can be seen to influence the teaching of English, both spoken and written. The 1950 Memorandum, like the Advisory Council's Report (SED, 1946b) stressed the importance of spoken English since it was:

... of the greatest importance for every individual to be able to express his thoughts and communicate them to others as fully and as clearly as possible.  
(SED, 1950a, p46)

However, it was noted that:

... under the class-teaching system there are comparatively few occasions in school when the individual pupil has the opportunity to express himself orally at any length in a free and natural way.  
(SED, 1950a, p47)

and so emphasis was placed on the memorisation and recitation of verse and prose. Such an activity was not only seen as a means of training the memory, but also as a way of introducing the pupils to words and phrases which they did not wholly appreciate at the time of learning. The belief was that "Fuller realisation of all that is meant may come when they have more experience of life."  
(SED, 1950a, p48).

Both reading and writing were regarded as basic skills and so should occupy key positions in the work of the school. Unlike the Advisory Council's Report (SED, 1946b), the teaching of spelling and grammar were given prominence. The 1950 Memorandum recommended that "as long as there is an accepted spelling of English, that spelling will have to be learned" (SED, 1950a, p57). It saw instruction in spelling as being closely linked to training in vocabulary: when new words were introduced it was just as

important to learn how to spell them. In addition, it recommended the use of "scientifically compiled lists of words" and the use of dictation, which it saw as a valuable training in concentration and memorisation, as aids to the achievement of correct spelling. Likewise:

... the study of the laws by which our language is governed is helpful as a means of overcoming errors, and may exercise a beneficial influence on speech and written composition.

(SED, 1950a, p58)

The 1950 Memorandum therefore recommended that a certain amount of formal grammar should be taught, beginning preferably in PV. It was hoped that by the time a pupil completed his/her course in the primary school, he/she would:

... know the names of the principal parts of speech and the functions of each; what kind of work words, phrases and clauses do; and the structure of the sentence - simple, complex and compound.

(SED, 1950a, p66)

This structured approach to the teaching of English was even extended to the area of composition. While the Advisory Council's 1946 Report recommended that:

... the setting of "essays" in the primary school surely belongs to the period of educational theory when it was supposed one could incidentally learn something useful by devoting special attention to something useless.

(SED, 1946b, p62)

The writers of the 1950 Memorandum took the view that composition should be taught systematically, and even prescribed the regularity with which the task should be performed:

... the number of essays or letters should not, as a rule, exceed one every third week. In the intervening weeks the teacher should set exercises expressly designed to improve the power of arrangement and to develop his vocabulary.  
(SED, 1950a, p64)

### Developments between the 1950 and the 1965 Memoranda

The following fifteen years produced a movement towards more liberal methods and innovative teaching programmes initiated by some teachers and subsequently endorsed by the SED. The momentum for innovation may have developed from many sources and been sustained by many influences. For example, this can be seen in the initiation of exchange programmes for teachers between Scotland and other countries, the establishment of Primary Advisers by Education Authorities and the positive attitude to innovation embodied in the primary teacher training courses run by teacher training colleges.

Progress was inconsistent, as can be inferred from the deprecation by the SED of the practice of a large number of teachers who, obsessed by the promotion test, would not introduce topics or methods which would not contribute to success in these tests. At the same time the SED commended other teachers' progressive methods. Traditional practices were being challenged and the 1957 "Education in Scotland" (SED, 1957) carried a detailed description of the practice and advantages of group methods of teaching. This marked a progression for the SED, for, in the 1950 Memorandum group methods had been recognised but presented as cumbersome and demanding on a teacher's time and organisational abilities:

[Group methods] cater for the differing abilities normally found in a class and at the same time secure some of the stimulus of emulation and of co-operative effort ... but the placing of the pupil in his appropriate

group calls for great care and judgement from the teacher ... and to teach a class by groups does not lighten the teacher's task.  
(SED, 1950a, p14)

Now teachers were urged to try group methods as opposed to class teaching and the SED advised:

Unless ... there is some use of group and of individual methods, a major opportunity will have been missed of fostering these qualities of resourcefulness and independence whose development is one of the main tasks of a full education.

(SED, 1957, p27)

This extract invites teachers to consider the individual pupils in their classes and to meet the needs of their pupils in such a way as to promote individual development. Bearing in mind Osborne's reservation regarding Departmental writings (Osborne, 1966, p6) this may be looked upon as a landmark in the fast expanding area of what the SED deemed as "appropriate education". Pupils were now perceived as individuals deserving treatment as such and not as anonymous members of a class who attended a school to receive a given body of knowledge deemed appropriate for them by chronological stage as exemplified in Schemes of Work. More responsibility and discretion was given to a teacher in the operation of group methods of instruction, because no-one could prescribe lessons appropriate for the different pupils in his/her class as well as the teacher who knew them. As a result of this, pupils and teachers were presented as more autonomous beings within the context of the school, allowing for the fact that the Headteacher was still the final authority on acceptable practice.

The 1959 edition of "Education in Scotland" (SED, 1959) reported on the construction of new schools and noted



approval of their environments for the new approaches to learning which they stimulated. The 1960 edition of "Education in Scotland" (SED, 1960) recorded:

Promising developments are reported from a number of schools: where specific efforts are being made to train abler pupils, through assignments and project work, to extract for themselves and to use relevant information from reference books and other sources.  
(SED, 1960, p14)

The Department noted, with approval, that some of the responsibility for the pupil's learning had devolved to the pupil him/herself. He/she had been given the opportunity to take an active part in educating him/herself, rather than participate in an educational process where the teacher was considered to be an element both necessary and sufficient, and the pupil a passive recipient of what the teacher transmitted as relevant knowledge. The 1960 edition encouraged teachers to regard the environment as a resource, more appropriate to the educational experience of pupils than were text books, many of which were outmoded.

The movement chronicled in the papers "Education in Scotland" prior to the SED's publication in 1965 of the "Primary Memorandum" (SED, 1965) is of the SED's gradual endorsement and eventual promotion of an open and progressive model of the curriculum. Where it advocated a particular innovation, it often did so by reference to an observed case in a school and thus its move towards progressive techniques can be seen to have been guided by contemporary practice. This indicates a loosening of control over both means and content of teaching by the centre, counterbalanced by a new responsiveness to successful techniques introduced by teachers in their classes. This allowed teachers greater autonomy and potential for development in idiosyncratic directions and

gave them credit for an ability to initiate. The 1961 edition of "Education in Scotland" (SED, 1961) reported:

There is evidence of a wider adoption of more up-to-date methods of teaching. This welcome advance has been made mainly through the thoughtful collaboration of head teachers and their staffs.

(SED, 1961, p13)

"Primary Education in Scotland" (SED, 1965)

In October 1961 it was decided that a committee on Primary Education in Scotland would be set up to write a document showing how the Advisory Council's Report on Education (SED, 1946b) and its related document "The Primary School in Scotland: Memorandum on the Curriculum" (SED, 1950a) could be up-dated to meet the needs of primary education over the subsequent twenty years.

The character of the primary school, as depicted in the 1965 Memorandum is a theatre for the development of the pupil in a limited way and realities of life such as his/her family, the society of which he/she is part and the environment (outwith its relationship to Environmental Studies) are not considered in how they may affect the pupil or what his/her teacher should know of his/her pupils beyond their existence in his/her class. This is due to the fact that in the pages of the "Primary Memorandum" (SED, 1965), teacher and taught are crystallised within the school. It is salutary to compare the recommendations of the "Primary Memorandum" (SED, 1965) with those of the Plowden Report "Children and the Primary Schools" (DES, 1967). They are contemporary documents, but the Plowden Report (DES, 1967) hits hard at issues which lie well beyond the walls of the school, yet have relevance to the lives of pupils in primary schools. The "Primary Memorandum" (SED, 1965) avoids the human

issues of schooling, taking refuge behind an idealised picture of life, teaching and the primary school child. This can be seen, for instance, in its description of the class teacher:

Qualities of heart and head go together in the making of a good teacher. Her whole attitude is optimistic and cheerful. She has the reserves to cope with the great physical and mental vitality of the class and the tenacity to press on with the job at all times. She does not pretend to be omniscient, but is lively, keen and receptive, enjoying her work and sharing with her pupils their zest for new discovery. She is sympathetic, patient, especially with slow pupils, and is fair to all, avoiding any appearance of favouritism.  
(SED, 1965, pp28-29)

The most damaging element of this section is the depersonalisation of the teacher so that he/she may fulfil a particular role in a particular way. The section quoted above makes no concession nor appeal to his/her needs as a sentient human being, and illustrates a patronising attitude on the behalf of the SED to its teachers, exacerbated by the absence of any current practising teacher from the committee itself. McEnroe (1983) had argued that the 1965 Memorandum was based not on Piagetian but Freudian psychology and that, as a result, it was an illiberal and restricting document. It can be argued that its function was to institutionalise the momentum for change which had been developed by some teachers, in such a way as to emasculate the movement. In addition to the romanticisation of the role of the teacher (above) the Headteacher was restored to the final authority on how his/her teachers should teach:

The head teacher should also be as knowledgeable as possible about the abilities and interests of his staff, so that he may be able to use their resources to the full. By reason of the overall view which he has of the whole establishment [the school] and through his contact with parents, officials, and the

secondary schools to which his pupils will go, he is in a position to see, more clearly the part that the primary school has to play in the whole educational process and to ensure the continuity that the pupils need. It is essential therefore, that his should be the last word on organisation and planning, the content of the curriculum, the utilisation of time, teaching methods and the rules of behaviour.

(SED, 1965, p27)

It would be difficult for a teacher to attempt large scale innovations without the backing of his/her Headteacher but this passage presents a school as a hierarchy, and not a democracy, where teacher autonomy may be effectively denied by the statement that the teacher must defer to his/her Headteacher in all teaching activities.

This rather idealised view of education portrayed in the "Primary Memorandum" (SED, 1965) can be seen in the comments made on assessment. Like the 1950 Memorandum a whole chapter is devoted to a discussion of the subject, but in direct contrast with the 1950 Memorandum, the comments made are so general as to provide little or no guidance as to what was required. This can be seen in the introduction to the chapter:

At every stage of education, assessment is an important part of teaching and an essential element in the provision for each child of an education suited to his age, aptitude and ability. Assessments must constantly be made by the teacher to ascertain the progress a child has made, to diagnose his difficulties, and to discover his capabilities, so that she may plan for him a programme which is appropriate to his needs.

(SED, 1965, p48)

It is interesting to note, however, that the role of Intelligence Tests is only mentioned in relation to the selection procedures for transfer from primary to secondary education (SED, 1962) and that formal tests and

examinations "are of limited value and if badly constructed or unwisely used, can be harmful" (SED, 1965, p50). The reasons cited for this rejection of formal testing are very similar to those outlined in the Advisory Council's 1946 Report (SED, 1946b). It was considered that formal tests and examinations:

... take up an inordinate amount of time, assume undue importance in the work of the school, or impose an undesirable rigidity on curriculum and methods.  
(SED, 1965, p49)

In the early stages of the primary schools particularly, the 1965 "Primary Memorandum" (SED, 1965) condemned the use of tests to label children merely in order to provide a set of marks for parents or for the Headteacher, or to seat the pupils in a class in order of merit. In the later stages, it felt that examinations very rarely provided more information about the pupil than the teacher had already acquired from his/her daily observation of his/her pupils' work and that:

... they tend to be confined to aspects of the curriculum which can be readily examined, and therefore give undue importance to such things as grammar, spelling, mechanical computation and the acquisition of facts, disregarding creative ability, imagination, initiative and original thinking.  
(SED, 1965, p49)

It must be noted that although examinations, and indeed testing in general, were condemned, no recommendations were made as to what should be substituted for them.

The 1965 Memorandum did, however, make some innovatory recommendations in the sphere of assessment. It stressed that:

Assessment is not to be thought of only in terms of intellectual progress. If primary education is to be concerned with all aspects of the child's personality, the school must regularly turn its attention also to the characters, attitudes, conduct, health and emotional and social development of its pupils.

(SED, 1965, p50)

In the light of such a statement the "Primary Memorandum" (SED, 1965) recommended that the school should keep, for each child, a record of any information that may have a bearing, direct or indirect, on his/her educational development. In addition, the Memorandum stressed that "There is also an onus on the school to communicate to the parents the assessments which it makes of each child's progress." (SED, 1965, p51). Such a recommendation implied that much more thought would have to be given to the kind of information to be passed on to parents. This information could include, as well as broad assessments of the child's progress in the acquisition and application of the main Mathematical and Language skills, comments on special abilities, interests and weaknesses in other branches of the curriculum, and on qualities of temperament, character and conduct revealed in school.

Following this general child-centred emphasis in the 1965 "Primary Memorandum", the most significant change brought about in the teaching of Language was the recognition of the importance of identifying and building upon what the child brings to school rather than ignoring or denying that knowledge, experience and creativity. In addition, the "Primary Memorandum" suggested that it was "convenient and perhaps inevitable" that language should be looked at under seven headings: Spoken English, Drama, Listening, Story Telling, Reading, Poetry and Written English.

As in the case of previous reports, the role of spoken English was stressed because "fluency is necessary for



effective communication" (SED, 1965, p98). Unlike previous reports, however, the 1965 "Primary Memorandum" recommended that such a statement should not be taken to imply that "there is one ideal standard towards which all pupils should strive" but that:

... the purpose of speech education ought, in fact, to be to extend the different kinds of speech which are appropriate in different contexts and to help them [the pupils] as far as possible to speak in ways which are generally acceptable.  
(SED, 1965, p100)

In the light of this, Dramatic work was seen as helpful. Dramatic work of the kind envisaged in the "Primary Memorandum" (SED, 1965) had as its basis, the child's own play and took place:

... alongside art and craft, spoken and written English as one of the means by which the child may be encouraged to express himself.  
(SED, 1965, p101)

It was not to be thought of in terms of finished, polished performances to be acted on a stage before an audience. Reinforcing the child-centred philosophy of the "Primary Memorandum" (SED, 1965) as a whole, it was believed that drama would allow:

... freedom for the sharing of ideas and for spontaneous discussion which enables children to learn to work well with others and increase their confidence and their willingness to speak.  
(SED, 1965, p102)

The 1965 Memorandum, like previous reports, stressed the crucial role of Reading and Writing in the teaching of Language. In the case of Reading, however, it highlighted for the first time the fact that its crucial

role was under threat by the increasing challenge of the media in society and so it emphasised that:

If reading is to play any lasting part in the life of an individual, he must always see a purpose in reading, whether it is for personal satisfaction and pleasure or to obtain information. Hence the importance of establishing interest in books and lasting reading habits as early as possible.  
(SED, 1965, p108)

In the case of written English, the Memorandum saw its aims as two fold:

- a to encourage fluent expression in as spontaneous and varied a form as possible
  - b to train the pupil gradually to a mastery of the accepted conventions.
- (SED, 1965, p118)

Again, in keeping with the child-centred philosophy of the "Primary Memorandum" (SED, 1965) as a whole, a rigidly structured means of achieving these aims was rejected because it was believed that:

If excessive or premature emphasis is placed on formal elements, spontaneity can readily be lost, and the pupils' work, though perhaps mechanically flawless, becomes lifeless and lacking in originality.  
(SED, 1965, p118)

However, although fluency "is at all times of cardinal importance":

... complete disregard of spelling, punctuation and above all, sentence structure, makes writing as communication unintelligible and unacceptable.  
(SED, 1965, p121)

The "Primary Memorandum" (SED, 1965) therefore advocated that the teaching of the formal aspects of written English

should be closely linked with the fundamental aim of developing fluent and varied expression, that is that pupils should be helped to use words, phrases and sentences in "as interesting and colourful a way as possible" (SED, 1965, p122). It was noted that writing in an acceptable form required correct spelling but that spelling should not be regarded:

... as an end in itself and treated as a separate subject. The aim is to ensure that in their continuous writing children are able to spell correctly the words which they want or need to use.  
(SED, 1965, p123)

To achieve this end, spelling was considered as something to be treated as personal to each child and dictation, if used at all, was to be used sparingly. This approach was once again endorsing a child-centred approach to education.

It should be highlighted that the SED did not prepare the ground for the "Primary Memorandum's" acceptance: PR at the time was less sophisticated, intrusive and abrasive. Although it was initially resisted the "Primary Memorandum" had a major effect in changing primary schools and this may be explained by a coincidence of two trends discernible at the time: a wish on the part of the Labour Government to be seen to adopt a reformist stance and a desire on the part of the educational profession to identify with this initiative.

"Primary Education in the Eighties: A COPE Position Paper" (SCDS, 1983)

This document, published in October 1983, and subsequent reactions to it, bear witness to a schism in the philosophy and the practice of primary school teachers in

Scotland. It advocated a new approach to primary teaching, endorsing some of the recommendations of the 1965 "Primary Memorandum" (SED, 1965) by introducing several new concepts in the field of curriculum development. It took the concept of primary teaching well beyond the scope of the 1965 document imperfectly realised fifteen years after its publication.

Like the 1965 "Primary Memorandum" (SED, 1965) the COPE document saw assessment as:

... an integral part of teaching and not something which is tacked on for particular purposes in the classroom or for the use of others.  
(COPE, 1983, p49)

Consequently, its nature and forms arise from the intentions of teachers and the classrooms which the teachers and the children create. Equally, the document argues, it follows that a changed curriculum policy (which it was advocating) would involve changes in assessment practices. In the light of the changes outlined in the document, it was necessary to look at assessment from a number of different viewpoints.

Firstly, the document looked at assessment in relation to profiling. It argued that if present knowledge, skills and dispositions of children "are to be regarded as the most important bases of future achievements" (COPE, 1983, p49) then it becomes particularly important to have the appropriate information passed on from one teacher to another. The document therefore recommended:

... keeping sound, progressive class records on what children can do and that the information obtained should be related to the experiences the children have had.  
(COPE, 1983, p49)

It noted that marks, ratings, grades and comments which were interpreted without reference to the teaching contexts from which they had been derived were not likely to give much idea to anyone about what the child can actually do, and whether the previous teaching had been appropriate to what was required to be done.

Secondly, the document looked at assessment from the teachers' point of view:

It seems particularly useful for teachers to begin to look at their assessment practices in terms of the techniques they employ in everyday teaching.  
(COPE, 1983, p49)

The document, by implication, rejected formal examinations. It stated:

Most of the assessment actually done by teachers - and potentially by far the most important - takes place through oral questioning and response and through discussion of children's work. Some of the best assessment in that it serves both the child and the teacher, can sometimes occur in expository teaching, provided that the teacher is skilful in the range and types of questions, involves all children and shows appreciation of their responses.  
(COPE, 1983, p49)

Other teaching modes provide wide access to various forms of information and one of the major arguments for employing different modes is that they open up opportunities for teachers to observe and record more readily the characteristics of individual children. This is of great importance in identifying particular problems and in trying to resolve them and in catering for children who have very marked difficulties or exceptional skills.

In keeping with the progressive nature of the document as a whole, it argued, unlike previous reports, that if

assessment is to provide information to the child on achievements, and information to the teacher which can assist him/her in developing the child's achievements, then both should be clear in their minds about "the requirements of the work being done and the criteria on which it is to be judged." (COPE, 1983, p50). It was noted that this may seem an obvious point yet:

... surprisingly often the child is not given an intention behind what he is doing or a basis on which to anticipate how it is to be evaluated by the teacher.  
(COPE, 1983, p50)

The COPE document continued to expand upon the idea of Pupil Profiles which was introduced in the 1965 "Primary Memorandum". It stated that due to the fact that a sound assessment policy serves several purposes and a number of different audiences, it requires more than routine consideration. In addition:

... assessment is a powerful means of demonstrating to children the expectations of teachers, it provides feedback to teacher and children on the results of teaching and learning, it probes the nature of particular difficulties and it acts as a pattern of approving or critical sanctions on children's achievements and behaviour.  
(COPE, 1983, p50)

It noted that all of the functions it ascribed to assessment called for considerable skill on the part of the teacher and encouraged teachers to consider where their strengths and their weaknesses lay, whether priorities had to be changed and whether present assessment was as informative and as economical as it should be; the latter two points being the main motivating factors behind improving assessment procedures.



In the area of Language teaching the COPE document took into consideration recommendations made in the 1965 "Primary Memorandum" (SED, 1965) and "Learning and Teaching in Primary 4 and Primary 7" (SED, 1980). While the 1965 "Primary Memorandum" (SED, 1965) looked at Language under seven headings, "Learning and Teaching in Primary 4 and Primary 7" (SED, 1980) used four headings: Speaking and Listening, Reading, Continuous Writing and Handwriting and referred to the wide interpretation of the teaching of Language Arts by teachers as "instruction in and testing of reading, comprehension, grammar, language usage and spelling" (COPE, 1983, p15). These categorisations and compartmentalisations ran counter to the child-centred theme of the aims of Language Arts teaching as expressed in the 1965 Memorandum (SED, 1965), which was essentially the development of self-expression through language-based activities.

The COPE document (COPE, 1983) recognised the use and development of language under two headings, which tend to be compounded into categorisations such as those produced in the 1965 "Primary Memorandum" (SED, 1965). These two headings were Language as a tool or medium and Language as an aesthetic discipline (COPE, 1983, pp26-27). Under the first heading the document advocated an approach to Language development which recognised its implications for cross-curriculum practice: for integration of subject areas: for application of skills in reading, writing, discussion and presentation and for the exploration and refinement of concepts. Under the second heading it related Language to the development of self-expression, self-criticism and appreciation of form and structure through the teaching of poetry, drama and literature.

Inherent in these two categories, and indeed in the document as a whole, was a belief that a child learns language through a growing awareness that language is

governed by rules of a semantic and structural kind. Such an awareness, it was believed, often derived from his/her attempts to match his/her own current version of the rules with particular models and examples which he/she may infer. In the light of this the document stated that "Language teaching should be concerned to provide situations in which matching and mis-matching can occur." (COPE, 1983, p27). Moreover, a child's gradual and partial acquisition of concepts is closely related to this view of language development and there is also a clear interplay between such development and his/her cognitive and affective development. It was noted, however, that easy generalisations which link:

... language as a tool to the cognitive domain and language as aesthetic discipline to the affective domain should be avoided, since development in either or both domains may occur through both language functions.  
(COPE, 1983, p27)

It was therefore the global undifferentiated nature of language development which was stressed. This view of language and its relationship to learning is one which is basic in the integrative nature of language activity which extends naturally to embrace the rationale of the integrated curriculum present in the document as a whole.

The document, in presenting itself as appropriate for all teachers succeeded in exposing a lack of consensus as to the proper means and processes of primary education. It removed itself so far from the experience of the majority of teachers as to be rejected without further consideration.

"Education 10-14 in Scotland: Report of the Programme Directing Committee" (SCCC, 1986)

There had long been a need to review the curriculum of pupils in the upper primary school and lower secondary school, since traditions had emerged and diverged in the light of curricular changes in contiguous sectors. The context in which the "10-14 Report" (SCCC, 1986) was published - falling rolls in secondary schools, a declining resource base, prolonged industrial action by teachers, and pressures on secondary schools to bring about wholesale, rapid and seemingly unconnected change throughout the curriculum - could not be less propitious. Concerns at the time to measure educational initiatives and practice by models of industrial efficiency created pressures for the proposals made in the "10-14 Report" (SCCC, 1986) to be easily and cheaply achieved, utilitarian and relevant. However, tradition has it that this is a time to focus on the individual, a time relatively free of the pressures of external examinations, when children have amassed sufficiently sophisticated learning skills to tackle a broad liberal education. The task of establishing the facts of contemporary practice, the pressures and issues in the curriculum, had led to consideration of what desirable provision pertained to schools and could be achieved in them.

The "10-14 Report" (SCCC, 1986) correctly identified many of the problems which practitioners would admit beset education at this stage - overcrowding in the secondary curriculum, purposeless repetition of skills outside a context, imbalance in primary environmental studies with over emphasis on history and under emphasis on science, no drawing together of like skills and concepts taught in separate subjects - which lead to discontinuity and incoherence in education and halting progress for many students. What is not clear is how the Report would

substantially change this, given the nature of its proposals and its proposed means of implementing them.

This feeling of lack of clarity of the Report's recommendations can be seen in its comments on the role of assessment. This Report, like most of its predecessors, emphasised that assessment is an integral part of the learning and teaching process and should go on throughout that process. It also noted that a wide variety of techniques was required to cope with the wide range of intentions that a teacher was likely to have in relation to individuals or groups. Both of these premises led to what the Report stated was the goal of assessment:

... to provide information to help teachers and pupils to make decisions. At 10-14 the information provided should primarily be useful in helping pupils learn more effectively and teachers provide better educational experiences for them.  
(SCCC, 1986, p125)

Unlike its predecessors, however, the Report placed considerable emphasis on the role of self-assessment and criterion-referenced assessment. The Report noted that it was essential for pupils to take part in self-assessment because this not only allowed them to monitor their own progress but to build a better and more informed dialogue with teachers which would, in turn, lead to a fuller understanding by the teachers of their pupils' requirements. Self-assessment was therefore:

... an important part of the process of learning to learn and as such requires increasing attention as the learner develops and progresses through the 10-14 age range.  
(SCCC, 1986, p127)

In the area of systematic formal assessment procedures the Report reflected the contemporary viewpoint on assessment

which was expressed in the Dunning Report "Assessment for All" (SED, 1977b). It took as fundamental the need for teachers to use criterion-referenced assessment due to the fact that criterion-referenced assessment does not demand the development of sophisticated testing techniques but takes as its focus what each pupil has learned. This implies the need for teachers to identify different aspects of the work which are sufficiently important to be assessed separately and to be able to state clearly what would be regarded as a satisfactory or unsatisfactory performance on each aspect. The effective use of criterion-referenced assessment therefore depended upon the recognition that the criteria must be related to the actual teaching goals rather than much more general goals.

For the first time the Report discussed the importance of trying to find ways of making explicit the thinking processes that are taking place in children's learning. Much of the day-to-day assessment which takes place is through teachers talking to pupils about what they are doing and through this discussion misconceptions and misunderstandings come to the surface. These misconceptions and misunderstandings can be of help to teachers in their decisions about the nature of future work for these pupils. In the light of this the Report stressed that:

... pupils learn things we do not include in our assessment and how pupils have learned or failed to learn will not necessarily be evident from what they have learned or failed to learn.

(SCCC, 1986, p130)

It is interesting to note that the role of research was given prominence, not only in this area of assessment, but in all areas of the Report.

The Report did not discuss the subject of English Language as a distinct entity nor did it subdivide the area of language into spoken and written language. In this instance the Report reflected contemporary thinking on the subject of language teaching, as seen in the Bullock Report (DES, 1975), by stating that:

... language is best developed in the contexts where it is to be used and that consequently it is to be given attention in all areas of the curriculum and all teachers are responsible for language development.  
(SCCC, 1986, p65)

In the light of such a statement "language awareness" was seen as resulting from a process of interaction among pupil, teacher and contextualised, purposeful language task and the language awareness which emerges from this process is of two related kinds:

... one has to do with language as system - how the symbols of language can be ordered to make meaning; the other has to do with language as a social phenomenon - how language works within society.  
(SCCC, 1986, p65)

Such a theory it was believed, would define what it is useful for pupils to know about language: the knowledge about language that is useful is that which enables language to be better used.

The Report did, however, discuss two areas of what had been under the heading of English Language in previous reports: Drama and Mass Media. Drama was one specialised form of creativity which it was felt has "suffered serious neglect". It was seen as an area of the curriculum which could foster "personal, social and intellectual growth in the individual" yet at a time of falling school rolls and the difficulties in the recruitment and development of appropriate staff, it was



considered by school managers as a "luxury item" (SCCC, 1986, p63). The Mass Media, and particularly television, was recognised as being "the most powerful influence on the thoughts, beliefs and feelings of people living in our society" (SCCC, 1986, p67). It was therefore considered important that young people develop a sophisticated understanding of how the media works and how its messages are made so that these messages can be appropriately read. In order to do this the Report stressed "active involvement in the making of media products of a wide range of kinds" (SCCC, 1986, p68).

However, the Report failed to see that curriculum is about the interaction of ends and means through an understanding of its practice. This is explicitly rejected: it is stated (SCCC, 1986, p79) that "structures themselves are 'ways and means' - not ends". This statement is entirely in keeping with the document's underlying technocratic belief that ends can be generated outside of practice and inserted into schools by some apparatus of policies and skills outcomes. If there is a belief in this logistic model of education, then there is a belief in the separation of ends and means. Teachers, however, understand that learning is not a treatment, but a social and political activity - like the curriculum itself- which succeeds not because it gives effect to particular policies, outcomes or areas of content, but because it stems, *sui generis*, from its practice, from the idiom of activity. A practice resides in a context, in an institutional setting. That is why the 1965 Report was wise to value primary education in its own right.

The Report met with a mixed reception. The ideology was given the backing of both primary and secondary teachers alike. However, the cost of implementation was felt to be prohibitive and nothing was done to implement its recommendations.

<u>Document</u>	<u>Ethos of Proposals - Background Influences</u>	<u>Assessment Insights</u>	<u>Theory of Language Teaching</u>
1946 Advisory Council Report	More progressive methods; extended curriculum. Post war consensus on education as an individual right.	Rejection of formal examinations. Emphasis on IQ testing in PI, PIV and PV.	Stress on the role of spoken English. Rejection of spelling and grammar.
1950 SED "The Primary School in Scotland"	Reassertion of values of traditional curriculum. SED attempt to control innovation; endorsement of status quo.	Emphasis on structured examinations. Introduction of standardisation of results. IQ testing.	Rigid and structured rote learning of spelling and grammar.
1965 SED "Primary Education in Scotland"	Child centred: relaxation of subject boundaries. SED openness to teacher initiated innovation. Psychological considerations taken into account.	Rejection of formal examinations. Introduction of pupil profiles. Stress on role of assessment in reporting to parents.	Stress on individual creativity. Introduction of Drama. Rejection of rote learning of spelling and grammar.
1983 COPE Position Paper "Primary Education in the Eighties"	Development and extension of PM philosophy. Greater autonomy for both pupil and teacher proposed with outline of greater support structure.	Employment of different modes of assessment. Emphasis on economy, usefulness and feedback.	Integrative nature of language activity. Development through self-expression, self-criticism and appreciation.
1986 SCCC "10-14: Education in Scotland"	Development and extension of Primary Memorandum (1965) philosophy.	Importance of progress and modification of experience through assessment. Employment of a variety of forms of assessment, formal and informal.	Interactive, contextualised and purposeful use of language. Continuation of the theory of Language Across the Curriculum.

**APPENDIX 3:1c**

**Scottish documents relevant to the teaching of English  
1965-1987**

Primary Education in Scotland	SED	1965
English in the Secondary School: Early Stages (Bulletin No 1) CCE	SED	1967
The Teaching of Literature (Bulletin No 2) CCE	SED	1968
English for the Young School Leaver (Bulletin No 3) CCE	SED	1970
Projects in Practice CCE	SED	1970
English in the Secondary School: Later Stages (Bulletin No 4) CCE	SED	1971
The Teaching of English Language (Bulletin No 5) CCE	SED	1972
SCOLA Survey of the Language Arts COPE	SCCC	1975
The English Department in the Scottish Secondary School SCCE	SED	1975
Scottish Literature in the Secondary School, SCCE	SED	1976
A Discussion Paper on Language Arts COPE	SCCC	1977

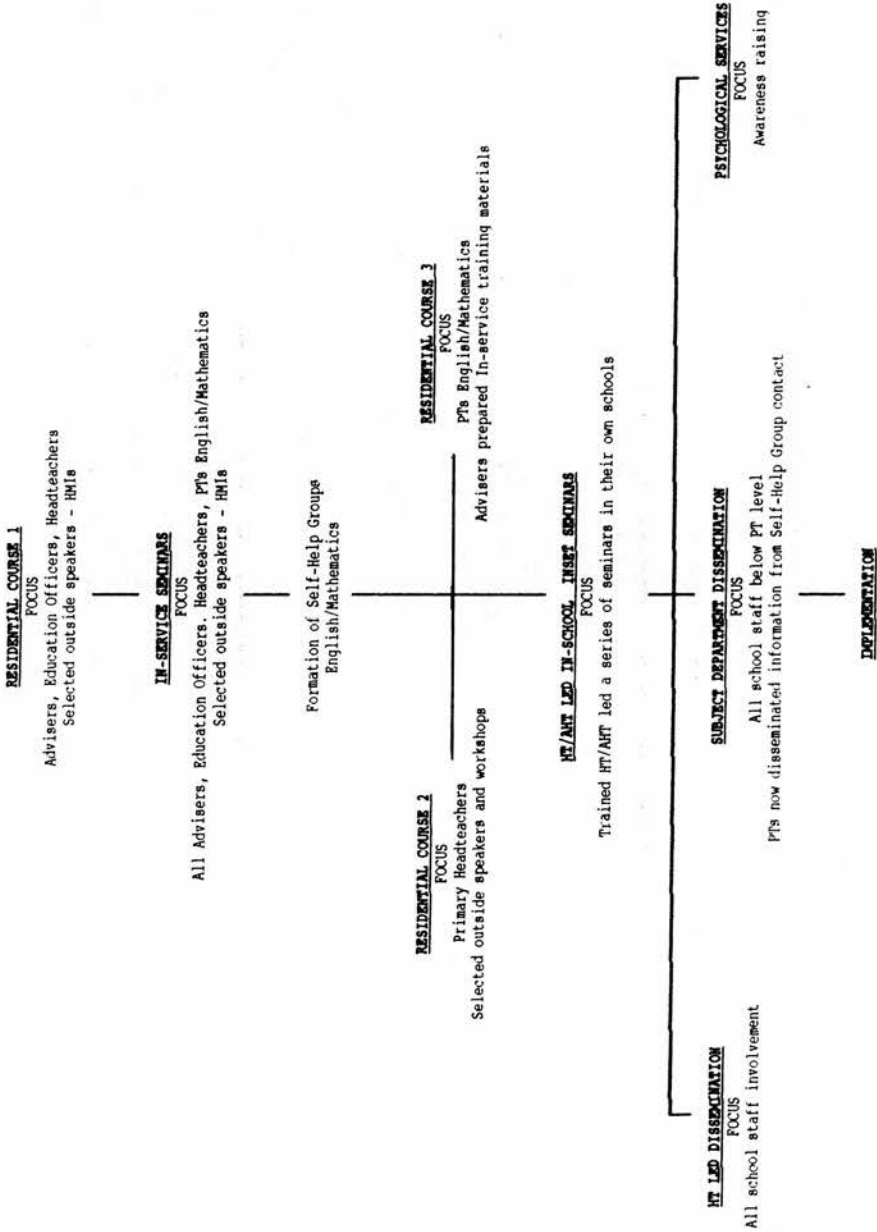
English for Slower Learning Children in the Scottish Secondary School SCCE	SED	1977
The Questions We Ask COPE	SCCC	1978
Starting out with Slower Learners R. Maxwell SCDS, Edinburgh	SCCC	1978
From Speech to Writing R. Binns SCDS, Edinburgh	SCCC	1978
Certificate of Sixth Year Studies, Booklet of Guidance SCCE/SEB	SCCC	1979
Learning and Teaching in Primary 4 and Primary 7	SED	1980
Language Arts in the Early Stages: Spoken Language Activities COPE	SCCC	1980
Scottish English: The Language Children Bring to School	SCCC	1980
The Reading and Teaching of Literature in the Higher English Year R. Inglis SCDS, Edinburgh	SCCC	1980
Education of Mildly Mentally Handicapped Pupils of Secondary School Age: A Discussion Paper	SCCC	1980
A Programme of Written English Development, Strathclyde Regional Council	Strathclyde Regional Council	1980
English Work in the Upper Primary School, Jordanhill College of Education	Jordanhill College of Education	1980

Developing Reading Competence in S1: Report of the Working Party SCCE	SCCC	1981
A Language for Life and Work SCDS, Glasgow	SCCC	1981
Hand in Your Writing COPE	SCCC	1982
Mr Togs the Tailor: A Context for Writing	SCCC	1982
Poetry for Pleasure SCOLA	SCCC	1983
Primary Education in the Eighties: A Position Paper COPE	SCCC	1983
Writing Matters - Across the Curriculum E.Spencer	SCRE	1983
Language: A Discussion Paper - Curriculum Needs of Pupils with Mild Mental Handicap COSPEN	SCCC	1983
Success in Writing: A Classroom Study C. Peacock SCDS, Edinburgh	SED	1984
Standard Grade Arrangements in English	SEB	1984
Learning and Teaching: The Environment and the Primary School Curriculum	SED	1984
Hearsay D. Northcroft SCCE	SCCC	1984
Teaching Talk G. Brown et al. (based on SED funded research)	Cambridge UP	1984

Understanding Children Spelling J. Barr	SCRE	1985
English Language in Scottish Schools: A Monitoring Project M. Neville for SED (unpublished)		1985
Reading Strategies and their Assessment R. Fyfe and E. Mitchell (report of SED funded research)	NFER	1985
Teaching Writing for Learning A. Roger and S. MacDonald	SED	1985
Responding to Children's Writing COPE	SCCC	1986
Foundations of Writing COPE	SCCC	1986
Education 10-14 in Scotland: Report of the Programme Directing Committee	SCCC	1986
English at Standard Grade - Proposals for Revision	SEB	1987
Report on English at Higher Grade - Amended Proposals	SEB	1987
Conditions and Arrangements (annual publication)	SEB	
Examiner's Report on English Examinations (annual, unpublished)	SEB	
Examiner's Report on English Examinations (published)	SEB	1987



DISSEMINATION STRATEGY WITHIN THE INITIATIVE



# APPENDIX 4:1a

## "Curriculum and Assessment in Scotland: a policy for the 90s" - Development Programme - Organisational Structure

COUNCIL	
31 members from Nursery, Primary, Secondary schools; Tertiary Education; Education Authorities; Colleges of Education; Industry; Parents; Assessors; SED and HMI	SED
Sister Marie Gallagher, Chairperson	

PRIMARY EXECUTIVE	5-14 EXECUTIVE	CURRICULUM AND ASSESSMENT STEERING COMMITTEE
7 members of Council, Assessors and Consultants	10 members of Council, Assessors and Consultants	SED, SCCC, SEB
Mr Dan Taylor, Convener	Sister Marie Gallagher, Convener	Convener: HMSCI

SECONDARY EXECUTIVE	REVIEW AND DEVELOPMENT GROUPS	JOINT COMMITTEE ON ASSESSMENT AND TESTING (JCAT)
6 members of Council, Assessors, Consultants and Observers; SEB and SCOTVEC	Convener; members from Primary; Secondary schools; SEN; Education Authorities; Colleges of Education; Observers from Council and COSPEN; COSAC; SEIC; HMI	COMMITTEE ON ASSESSMENT (COA) COMMITTEE ON TESTING (COT) COMMITTEE ON REPORTING 5-14 (CORE) COMMITTEE ON STAFF DEVELOPMENT 5-14 (COSD 5-14)
Mr Ian Fraser, Convener	SCCC Adviser, National Development Officers	

<b>SCCC DELIBERATE COMMITTEES</b>
20 Council and associate members
<b>COMMITTEE ON SPECIAL EDUCATIONAL NEEDS</b>
<b>COMMITTEE ON SCHOOL AND COMMUNITY</b>
<b>COMMITTEE ON EDUCATION AND INDUSTRY</b>

<b>RDG1 LANGUAGE</b>
Convener: Dr Gordon Wilson, Craigie College Adviser: Robbie Robertson, SCCC
<b>RDG2 MATHEMATICS</b>
Convener: Mr Jim Powell, HAS Adviser: Alan Starritt, SCCC
<b>RDG3 ENVIRONMENTAL STUDIES</b>
Convener: Mrs Maggie Allan, Central Region Adviser: Chris McIlroy, SCCC
<b>RDG4 EXPRESSIVE ARTS</b>
Convener: Mr Gordon Houston, Fife Region Adviser: Anne Smith, SCCC
<b>RDG5 RELIGIOUS, SOCIAL AND MORAL EDUCATION</b>
Convener: Mr John Christie, Tayside Region Adviser: Ray Dely, SCCC
<b>CROSS-CURRICULAR MONITORING GROUP</b>
Convener: Ian Barr, SCCC Advisers of RDGs and Deliberate Committees

## APPENDIX 4:1b

### LIST OF MEMBERS OF RDG1

Mr J Alison	HMI
Mr Wilson Bain	Secretary - College of Education
Miss C Campbell	College of Education
Mr R Duncan	Directorate
Mr Gordon Gibson	Primary Head Teacher
Mr John Fyfe	Adviser
Mr Gordon Liddell	NDO - Head of Department, College of Education
Mr L McConnell	Adviser
Mr Ian McGillivray	Head Teacher - Secondary
Mrs R Smart	Head Teacher - Primary
Mr John Swan	Learning Support - Secondary
Mrs I Veitch	Head Teacher - Primary
Dr Gordon M Wilson	Chairman - Principal, College of Education
Mr Kenneth Brown	College of Education
Mr Chris Webb	PT English
Miss M Barclay	Head Teacher - Primary
Mrs Pamela Paterson	Teacher - EIS
Miss K E White	Learning Support - Primary
Mr R Robertson	SCCC
Miss Joan Mackay	NDO - Head Teacher - Primary (as replacement for Mr Gibson)

**APPENDIX 4:1c**

**Documents and tabled papers recommended to RDG1**

A Language for Life (Bullock Report)	DES	1975
Poetry is for Pleasure SCOLA	SCCC	1983
Primary Education in the Eighties: A Position Paper COPE	SCCC	1983
Foundations of Writing COPE	SCCC	1986
Learning and Teaching in the First Two Years of the Secondary School	SED	1986
Learning Support (Eastbank Academy) COSPEN	SCCC	1986
Education 10-14 in Scotland: Report of the Programme Directing Committee	SCCC	1986
English from 5-16: Curriculum Matters Second Edition	DES	1986
Report to the Committee of Inquiry into the Teaching of English Language (Kingman Report)	DES	1988
National Curriculum: Task Group on Assessment and Testing: A Report	DES and the Welsh Office	1988
Curriculum Design for Secondary Stages: Guidelines for Headteachers	SCCC	1989
Study of Differentiation and Learning in Primary Schools	Northern College (Aberdeen)	1989
English in the National Curriculum (Cox Report)	DES	1990

**TABLED PAPERS**

The Kingman Report	D. Preen and M.Saunders
Good English	C. Nash



## Appendix 5.1 - Interviews Conducted

**List of interviews conducted while researching the implementation of the policy "Curriculum and Assessment in Scotland: a policy for the 90s"**

These are referred to in the text by PC (personal communication) and serial number.

<u>PC No.</u>	<u>Designation</u>	<u>Date</u>	<u>Name</u>
1	HM Chief Inspector of Schools	7/3/1990	Mr D Osler
2		23/4/1991	
3		7/4/1992	
4		10/8/1993	Mr I Boyes
5	HM Inspector	29/5/1990	Mr E Spencer
6		13/5/1991	
7		26/6/1992	Mr J Allison
8		10/8/1993	Mrs C Hutchinson
9		21/10/1993	
10	National Development Officer, 5-14	11/4/1991	Mrs L Hayward
11	Assistant Director, SCCC	25/11/1992	Mr R Robertson
12	Director, SCRE	9/4/1992	Professor W Harlen
13		27/9/1993	
14	Development Officer, PAU	20/9/1993	Mrs L Jones
15		22/11/1993	
16	Chief Adviser, 5-14, Strathclyde Regional Council	13/12/1990	Dr B Boyd
17		30/7/1991	
18		6/7/1992	
19		15/10/1993	Mr K Gavin
20	Development Officer, 5-14 Unit, Strathclyde Regional Council	15/7/1991	Mr P Towndrow
21		7/7/1992	
22		5/7/1993	
23	Senior Adviser, Lanark Division	7/11/1990	Mr D Menzies
24		4/11/1991	
25		13/11/1992	
26		15/11/1993	

27	Development Officer, Communications and Language, Lanark Division	27/8/1990	Mr J Mulligan
28		2/9/1991	
29		10/8/1992	
30		14/7/1993	
31	HT, Clydesdale High School	3/12/1990	Mr P V Brian
32		27/3/1991	
33		26/8/1991	
34		28/4/1992	
35		4/11/1992	
36		10/5/1993	
37		17/12/1993	
38	DHT, Clydesdale High School	4/12/1990	Mr A McTaggart
39		28/8/1991	
40	AHT, Clydesdale High School	29/4/1992	Mrs A Hood
41		9/11/1992	
42		14/5/1993	
43		20/12/1993	
44	PT (English), Clydesdale High School	22/10/1990	Mr A MacPherson
45	PT (Acting) (English), Clydesdale High School	4/2/1991	Mr R Hume
46		26/8/1991	
47	PT (English), Clydesdale High School	5/3/1992	Mrs J Mauchline
48		4/12/1992	
49		23/3/1993	
50		14/12/1993	
51	PT (Maths), Clydesdale High School	3/6/1992	Mr J Kirkland
52		6/6/1993	
53	PT (Geography), Clydesdale High School	21/10/1991	Mrs A Hornal
54	PT (Art), Clydesdale High School	1/6/1992	Mr J Robertson
55	PT (Business Studies), Clydesdale High School	23/11/1992	Mr J Burrell

56	HT, Clydesdale Primary School	3/9/1990	Mrs A Morton
57		7/3/1991	
58		12/11/1991	
59		18/5/1992-	Mr J Edgar
		22/5/1992	
60		9/11/1992-	
		13/11/1992	
61		24/5/1993-	
		28/5/1993	
62		22/11/1993-	
		26/11/1993	
63	P7 Teacher, Clydesdale Primary School	29/10/1990	Mrs A Wilson
64		11/11/1991-	
		15/11/1991	
65		9/11/1992-	
		13/11/1992	
66		18/5/1992-	
		22/5/1992	
67		13/11/1992	
68		24/5/1993-	
		28/5/1993	
69		22/11/1993-	
		26/11/1993	

## APPENDIX 5:2 - Interview Protocols

Within the framework of the semi-structured interviews with key informants, especially on second and subsequent interviews, particular themes were identified and sub-themes emerged. These are outlined below.

### NATIONAL PERSPECTIVE

#### HMI

##### PC 1

##### Purpose of Interview - diet 1990 (D Osler, CHMI, 7/3/90)

- 1 to obtain an outline for the implementation of the 5-14 initiative 1990-91

##### Areas covered

- 1 National Management and Development Structure for 5-14
- 2 Committee Structure
  - a Curriculum and Assessment Steering Committee (CASC)
  - b Joint Committee on Assessment and Testing (JCAT)
  - c Committee on Reporting (CORE)
  - d Committee on Staff Development (COSD 5-14)
- 3 Review and Development Group Structure (RDGs)
  - a remit
  - b membership - HMI presence
- 4 Proposed timetable for introduction and implementation of 5-14

##### PC 2

##### Purpose of Interview - diet 1991 (D Osler CHMI, 23/4/91)

- 1 to ascertain the success of the initiatives outlined for 1990-91
- 2 to ascertain if any problems had been encountered
- 3 to obtain an outline of proposals for 1991-92

##### Format and Structure

- 1 look into "success" - how is it measured?
  - a RDGs - involvement of teachers - sense of ownership - HMI perspective
- 2 Probe into problem areas
  - a timetable
    - 1 several RDGs had not published on time - Environmental Studies, Expressive Arts and Religious, Social and Moral Education - reasons discussed
  - b National Testing
    - 1 parental opposition
    - 2 collation of statistics - confidentiality
    - 3 basic reasons for introduction - national standards

- c     working of RDGs  
       obtain insight - minutes etc.
- 3     proposed timetable for 1991-92 obtained - note  
       revisions - compare with timetable for 1990-91 -  
       look into and discuss differences - reasons etc.

### **PC 3**

#### **Purpose of Interview - diet 1992 (D Osler, CHMI, 7/4/92)**

- 1     to ascertain the success of the initiatives outlined  
       for 1991-92
- 2     to ascertain if any problems had been encountered
- 3     to obtain an outline of proposals for 1992-93

#### **Format and Structure**

- 1     a     documentation now being forwarded to schools
- b     RDGs - not so far behind - examine Environmental  
             Studies
- c     identification of INSET provision
- 2     a     National Testing - decision to review  
             arrangements for Testing - discussion of new  
             proposals - look into influence of parents in  
             this area
- b     SMT in secondary schools - concern over levels  
             of involvement and progression - probe into this  
             more deeply
- c     Inspection of schools - discuss areas of concern  
             - English and Maths - probe into School  
             Development Plans - audit?
- 3     a     proposed timetable for 1992-93 obtained - note  
             revisions from 1991-92 - discuss

### **PC 4**

#### **Purpose of Interview - diet 1993 (I Boyes, CHMI, 10/8/93) (new appointment)**

- 1     to ascertain the success of the initiative outlined  
       for 1992-93
- 2     to ascertain if any problems had been encountered
- 3     to obtain an overall view of the initiative to date

#### **Format and Structure**

- 1     a     timetable - still not on course with original  
             targets - therefore word "success" applicable?
- b     National Testing - changes have ameliorated  
             situation - discuss HMI view - "climb down"?
- c     Focus on SMT in secondary schools - little  
             progress - Regions given responsibility for  
             INSET training - not responding - Intention of  
             HMI?
- d     Inspection of schools - findings - NB not  
             available - no collation with regard to English  
             and Maths

- 2 new appointment, therefore little detail available -  
probe into continuity factor here
- 3 new appointment - unable to give overview - concern  
expressed over this - final interview



## HMI SPECIAL RESPONSIBILITY

### PC 5

#### Purpose of Interview (E Spencer, 29/5/90)

- 1 to obtain comment upon the consultation paper "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b)

#### Areas covered

- 1 assessment
  - a historical aspect
  - b standardised
  - c accountability
- 2 Role of SCCC
- 3 Bank of test items
- 4 Concept of National Testing

### PC 6

#### Purpose of Interview (E Spencer, 13/5/91)

- 1 to obtain comment upon the HMI submission to Sir John Kingman's Committee

#### Areas covered

- 1 SEB to run National Testing
- 2 use of previous HMI Reports to provide basis for discussion
- 3 Grammar and Spelling - controversial areas - examined in detail
- 4 Influence of Bullock Report
- 5 HMI view of progression and levels - probed into - important - influence of England on whole system adopted?

### PC 7

#### Purpose of Interview (J Allison, 26/6/92)

- 1 to obtain comment upon KAL in "Guidelines on English Language 5-14" (SOED, 1991a)

#### Areas covered

- 1
  - a definition of KAL - examine concept of skills and their acquisition
  - b idea of "putting clock back " - re-introduction of grammar lesson - research findings indicating that this is happening - discuss in detail
  - c principles behind KAL
- 2 background to KAL
  - a prescriptive approach
  - b descriptive approach
  - c socio-linguistic approach - influence of Cox?

- 3 building KAL into classwork
  - a methods - discuss in detail - important to research - NB probe into decontextualised grammar lessons
  - b units of work - school based.

## **PC 8**

### **Purpose of Interview (C Hutchinson, 10/8/93)**

- 1 to discuss the assessment of English Language in the Primary School

### **Areas covered**

- 1 different types of assessment - formal and informal
- 2 influences on development
  - a language in the curriculum
  - b design of assessment tasks
- 3 importance of spoken language
- 4 role of assessment - teacher as participant
- 5 problems
  - a comparability
  - b teacher - expertise
  - c finding texts/tasks
- 6 role of the Guidelines - HMI perspective - discussed in depth

## **PC 9**

### **Purpose of Interview (C Hutchinson, 21/10/93)**

- 1 to discuss research findings in the area of the assessment of English Language in the Primary School

### **Format and Structure**

- 1
  - a group work - research findings - ability groups for Maths and English determining remainder of group work within the curriculum - valid?
  - b movement between groups - little movement - not what Guidelines were advocating - probe into this
- 2 Problem areas
  - a writing - teachers very aware of difficulties in secondary school - influence of National Tests in primary
  - b reading - generally not really a problem
    - 1 KAL - a major problem - levels not being catered for - return to class teaching
  - c talking - use of commercial texts - no real grasp of what assessment should be - lack of expertise/influence of training/INSET provision?
  - d listening - again use of commercial texts - equating level of text with Guideline levels?
  - e importance of subject expertise of teacher - contrast between primary and secondary

- f use of commercially produced texts - more in primary than secondary - discuss influence on assessment

## SPECIALIST INTERVIEWS - GENERAL

### PC 10

#### National Development Officer 5-14

#### Purpose of Interview (L Hayward, 11/4/91)

- 1 to discuss the impact which research has had on the area of assessment within the 5-14 programme

#### Areas covered

- 1 three main ideas behind assessment
- 2 sources of these ideas - particular emphasis on Scottish aspect -
  - a Primary Memorandum,
  - b Godfrey Thomson Unit,
  - c AAP
  - d practical experience - "good practice"? - discussion
- 3 theoretical influences
  - a Ausubel
  - b Bloom
  - c Entwistle
  - d Rogers
- 4 major research studies
  - a Northern College - Arnold and Simpson, 1982, 1984
  - b SCRE - Language and Learning - Spencer, 1983
  - c SCRE - diagnostic assessment - Black and Dockrell, 1984
  - d mastery learning - Drever, 1987
- 5 theoretical influence
  - a Lawrence Stenhouse - curriculum research and development
  - b J E Kemp - process-based approaches to staff development
  - c SOED - School Board Training Programme
  - d Maurice Kogan - whole school policies

### PC 11

#### Assistant Director SCCC

#### Purpose of Interview (R Robertson, 25/11/92)

- 1 to obtain access to minutes of RDG1
- 2 to discuss the minutes of RDG1

#### Areas covered

- 1 access granted - limitation - application to SOED for access to Framework for Development - access but not allowed to quote
- 2 a RDG1/1989/M1 - 2 February, 1989
  - 1 Documentation  
COPE - Primary Education in the 80s  
Foundations of Writing  
Poetry is for Pleasure  
TGAT

- Cox Report  
Curriculum Design for the Primary School  
and the Secondary Stages
- 2 Remit  
scope to decide on its advice - see J  
Allison - HMI - discussion - relevance to  
key players approach  
RDG1 guidelines should challenge pupils and  
develop their full potential and clarify  
how teachers can draw on pupils' experience  
beyond the school day
- b RDG1/1989/M2 - 28 February 1989
- 1 Matters Arising  
Learning and Teaching in the First Two  
Years of the Secondary School (SED, 1986)  
Learning Support Documentation (Eastbank  
Academy) COSPEN  
Education 10-14 in Scotland (SCCC, 1986)  
English from 5-16: Curriculum Matters,  
Second Edition (DES, 1986)  
AAP Report  
A Language for Life (Bullock Report) (DES,  
1975) - section on SEN Paper by Sheila  
Lawlor
- 2 Language: an HMI Framework for Development  
Relationship with "S" Grade, the meaning of  
differentiation and the question of  
structure to develop pupils' learning about  
language concepts. In the HMI Framework,  
learning about language would appear within  
each of the four components, not as a  
separate fifth component
- c RDG1/1989/M5 - 12 April, 1989
- 1 Welcome and tabled papers
- a The Kingman Report
- b D Preen and M Saunders
- c Good English - C Nash
- d English and the National Curriculum:  
Key Stage 1 (DES Order for P1-P3)
- 2 6.2  
Teaching of grammar quite unclear - follow  
up discussion with J Allison
- d RDG1/1989/M6 - 3 May, 1989
- 1 Welcome and tabled papers
- a Study of differentiation and learning  
in primary schools (Northern College,  
Aberdeen)
- 2 5.1  
RDG1 would recommend that teachers orally  
contextualise tests of Reading and Writing  
and assess Talking and Listening internally

- e RDG1/1989/M7 - 31 May, 1989
  - 1 Tabled papers
    - a Victoria Guides to Assessment and Testing 2 (TSES)

## PC 12

### Director SCRE

#### Purpose of Interview (W Harlen, 9/4/92)

- 1 to discuss research findings to date in light of SOED evaluation programme (August 1991-March 1995)

#### Areas covered

- 1 the projects
  - a Primary Curriculum and Assessment
  - b Secondary Curriculum and Assessment
  - c Test material and its use in the Primary school
  - d Reporting and the Pupil Record Card
- 2 research findings
  - a discussion of curriculum and assessment - too early - primary schools further in advance than secondary
  - b discussion of curriculum and assessment - far too early - secondary schools - very little comment - idea that it does not really concern them
  - c EIS boycott and parental opposition - many problems
  - d no progress due to lack of guidance from SOED

## PC 13

#### Purpose of Interview (W Harlen, 27/9/93)

- 1 to discuss research findings to date in light of SOED evaluation programme (August 1991-March 1995)

#### Format and Structure

- 1 Primary Curriculum and Assessment
  - primaries further in advance than secondaries - examine reasons
  - consider
    - a Is content more applicable?
    - b Familiarity - are teachers reassured about their own practice?
    - c English Language - position of Talking and Listening
    - d Lack of practical examples - important?
    - e Assessment - degree of expertise
    - f Realistic expectations - practicality?
    - g Lack of exemplar?
- 2 Secondary Curriculum and Assessment
  - Secondaries lagging behind primaries - discuss reasons



consider

- a Secondary schools still consider it to early to be able to make any comment - probe reasons
- b Still considered a primary initiative?
- c Piecemeal and too quick?
- d Danger of labelling pupils - against philosophy?
- e Increase in workload - perhaps underlying all of above?
- f Secondary teachers - a great many changes in recent years - yet another?
- g Concerns about resourcing and INSET provision?
- h Whole school approach to assessment - role of SMT - consider HMI focus on this

3 National Testing and the use of test material in primary schools

Progress is slow

consider

- a negative feelings about value of testing on part of teachers - reasons?
- b influence of parents withdrawing children
- c concerns of league tables - would confidentiality aspect survive?
- d diagnostic element - how much is this being used?
- e new arrangements - would this help situation?
- f selection and use of test units - how much attention do teachers pay to this?
- g how are they organised - importance of group situation?

4 Reporting and the Pupil Record Card

initial reactions are time consuming - probe into work overload situation

PC 14

Development Officer, PAU

Purpose of Interview (L Jones, 20/9/93)

- 1 to discuss differences which exist between Scottish and English and Welsh systems of National Testing

Areas covered

- 1 description of progression
- 2 purposes of assessment - individual pupils
- 3 purposes of assessment - groups of pupils
- 4 external testing
- 5 role of teachers' assessment
- 6 aggregation
- 7 reporting to parents
- 8 reporting to school governors/school boards
- 9 moderation

## PC 15

### Purpose of Interview (L Jones, 22/11/93)

- 1 to clarify issues raised at interview on 20/9/93

### Format and Structure

- 1 description of progress
  - a probe into Scotland's curriculum - non-statutory
  - b different political situation?
- 2 purposes of assessment
  - a Scotland primary purpose is in terms of the relationship between learning, teaching and assessment as defined in terms of the five phases but TGAT stresses central role of assessment through provision of clearly specified objectives - delve into generation of a national picture of educational standards
  - b role of AAP - what will happen?
- 3 role of teachers' assessment
  - a England and Wales - appeal to external agencies - Scotland no - why not?
  - b greater emphasis on formal assessment procedures - effect on curriculum to be explored?
- 4 external testing
  - a role of tests is not really clear - attempt to clarify
  - b summative assessment of individual pupils leaves meaning uncertain - clarify
  - c Scotland - changes made after trial round - influence of parents?
  - d Scotland - stress on teachers and choice - professionalism being recognised - discuss in depth
  - e Scotland - tests created by teachers - again professionalism
  - f confidentiality - England and Wales - aim - to publish test results - encourages competition - Scotland no - explore
- 5 aggregation and reporting
  - a England and Wales - aggravated because of complexity of statements of attainment targets, profile components and subjects - Scotland no league tables - why? - important issue - explore in depth
- 6 moderation
  - a different meanings in England and Wales  
Scotland - only initial round - explore issue of trust
  - b England and Wales - moderation of process and product - why?

## REGIONAL PERSPECTIVE

### PC 16

#### Chief Adviser Strathclyde Regional Council

#### Purpose of Interview - diet 1990 (B Boyd, 13/12/90)

- 1 to ascertain on overview of the initiative

#### Areas covered

- 1
  - a pace of implementation
  - b resourcing
  - c staffing
  - d INSET provision
  - e committee structure

### PC 17

#### Purpose of Interview - diet 1991 (B Boyd, 30/7/91)

- 1 to ascertain the Region's view of the initiative
- 2 to ascertain what initiatives have been implemented in 1990-91
- 3 to ascertain the Region's priorities for 1991-92
- 4 to examine the implications of the initiative for the Region in 1991-92
- 5 to obtain a comment on the present position

#### Format and Structure

- 1
  - a Strathclyde Region - strongly supportive of national programme
  - b scale and pace of change at time of limited resources - concern
  - c concern expressed over introduction of National Testing in its present form
- 2
  - a staff have read and evaluated SOED draft guidelines
  - b staff released to work on national working groups on curriculum and assessment
  - c divisions have undertaken staff development programmes
  - d Strathclyde review and development groups have been established
  - e Regional Steering Group established to help shape strategic thinking of Education Department
  - f Regional conferences
  - g Parents' Consultation Group established
  - h 5-14 Development Unit established
- 3
  - a school development planning
  - b management development
- 4
  - a plan and begin the implementation of the national and regional guidelines on Maths and English
  - b plan and begin the implementation of national and regional advice on assessment and reporting
  - c ensure a planned approach to managing 5-14 changes

- d ensure that 5-14 developments embrace pupils' abilities and backgrounds
- 5 a reassure schools that the expectation of the pace of change is realistic
- b expectation that schools will be able to demonstrate the achievement of planned implementation of agreed key aspects of these priorities
- c expectation that schools will have clear strategies for overtaking outstanding elements over a specified time scale

## **PC 18**

### **Purpose of Interview - diet 1992 (B Boyd, 6/7/92)**

- 1 to obtain a comment on the pace of implementation
- 2 to obtain an outline of initiatives for assessment and English Language during 1992-93
- 3 to ascertain the Region's priorities for 1992-93
- 4 to ascertain the success of the initiatives implemented in 1990-91
- 5 to ascertain what problems had been encountered

### **Format and Structure**

- 1 a recommendation of a phased development - appears to be successful
- b pace of implementation at a local level should be driven by individual school development needs - not really what is happening - probe into this
- c discussion have taken place with bodies outwith the Region who might be evaluating school practice in order to make them more aware of the Region's phasing plans - HMI? If so importance of this body is stressed - examine why this was done - political motivation?
- 2 Primarily concerned with National Testing - why? consider the following
  - a in roads into teaching time of the increased number of tests
  - b danger of the curriculum being test driven
  - c increased cost of staff development and resources
  - d unsuitability of contexts for test items originally designed for P4 and P7 pupils
  - e proposals to introduce National Testing in S1 and S2 - problems - discuss in depth
- 3 a audit of school development planning - Quality Assurance has no power, therefore why bother?
- b stress again on management development - influence of HMI - explore this.
- 4 a release of staff - relatively successful but costly - problems beginning to emerge with regard to communication of information produced by various groups - should be immediate - waiting time? Probe into this - INSET

- implications - important at this phase of process of implementation
- b Steering groups etc. - working adequately - why are staff basically not aware of these?
- c Regional Conferences - very successful - drawn from a wide range of practitioners and not just EDS staff - welcomed by profession - sense of ownership being encouraged - why have Region adopted this approach - discuss in depth
- d 5-14 Unit in initial stages, therefore difficult to evaluate - publication of material a problem - examine communication - INSET implications
- 5 a National Testing
  - 1 boycott and parental opposition - many problems - discussed in depth
- b Communications
  - 1 centralisation - many problems - long time delays - why has this method been adopted?
- c Quality Assurance
  - 1 no real power - probe into this

## **PC 19**

### **Purpose of Interview - diet 1993 (K Gavin, 15/10/93)**

#### **(new appointment)**

- 1 to obtain a comment on the present position
- 2 to obtain a comment on the effectiveness of the way in which the initiative, as a whole has been implemented by the Region.
- 3 to obtain a comment on any problems which have been encountered with the introduction of the initiative

### **Format and Structure**

- 1 a slow progress - many deadlines missed
  - 1 communications - why no improvement - Region aware from early stages of problems?
  - 2 large and unwieldy organisation - centre-driven - creating problems - why has no change been made to this structure?
  - 3 phasing - difficulties in providing support on "all fronts" - examine - central to method adopted
- 2 a no real sense of progress can be seen - too large and unwieldy - examine - central issue - Lanarkshire - SHG - overcome this? Explore individual school development needs
  - b no sense of ownership - consider method adopted - what about individual schools?
  - c cascade method of staff development - not very efficient - alternatives - explore
- 3 a communications - size of Region and publication problems - discussed under various heading - NB been present since beginning

- b major problem - National Testing
  - 1 time taken
  - 2 non-diagnostic nature of tests
  - 3 position of ethnic minorities
  - 4 staff development requirements
- c resources - examine - consider in context of change
- d commitment of SMT in secondary schools - pace of implementation at local level to be driven/dictated by local school - HT not effective? Central issue - explore elements of accountability



## 5-14 Unit

The 5-14 Unit is a new curriculum support unit of the Educational Development Service. It is staffed by a seconded Primary Adviser and two Regional Development Officers.

### PC 20

#### Purpose of Interview - diet 1991 (P Towndrow, 15/7/91)

- 1 to obtain an outline of the main duties and responsibilities of the Unit
- 2 to obtain an outline of the specific developments which were being implemented with regard to English Language 5-14
- 3 to obtain an outline of proposals for 1992

#### Areas covered

- 1
  - a communication of information between groups
  - b researching issues that may arise
  - c following up recommendations from groups
  - d monitoring agreed developments in particular RDG report areas
  - e contribute to the production of curricular guidelines
  - f helping to plan, support and follow up Regional conferences
  - g assist in the identification of staff development needs
  - h assist in the identification of Regional curriculum development issues
  - i assist in the process of managing the development of Regionally commissioned tasks and support material
- 2
  - a matching of 5-14 targets with popular language schemes
  - b matching of the consultative document with the final version
  - c review of work done by Divisions
  - d organising a Regional 5-14 Language Conference
  - e Specific Issues - SEN, EO/MCARE. Scots
- 3 Development projects and commissions

### PC 21

#### Purpose of Interview - diet 1992 (P Towndrow, 7/7/92)

- 1 to ascertain the success of initiatives started in 1991-92
- 2 to ascertain if any problems had been encountered
- 3 to obtain an outline of proposals for 1992-93

#### Format and Structure

- 1 main targets achieved

- 2
  - a list of 50 development projects  
difficult to keep track of them - Divisions  
cannot cope - explore reasons
  - b communication of information  
inability to communicate with all schools - now  
use of Campus 2000 - explore major concerns -  
INSET repercussions?
  - c development of a Language Policy Statement  
behind schedule - far more difficult than was  
initially envisaged - why?
- 3 change of remit
  - a reflects new Regional ethos and INSET provision  
- why has this come about? Probe into views on  
this change
  - b priority
    - 1 production of curriculum guidance
    - 2 production and dissemination of materials
 Why? Explore

## **PC 22**

### **Purpose of Interview - diet 1993 (P Towndrow, 5/7/93)**

- 1 to ascertain the success of the initiatives started  
in 1992-93
- 2 to ascertain if any problems had been encountered
- 3 to obtain a comment on the effectiveness/achievements  
of the 5-14 Unit with regard to the implementation  
of the English Language Guidelines

### **Format and Structure**

- 1
  - a Regional Conferences  
Consider why lack of success - very important  
for INSET provision and dissemination  
strategies
- 2
  - a communication and dissemination of material  
still very poor - consider question of  
resourcing - very important for INSET provision  
- NB being noted at many different interviews -  
take up
  - b number of tasks  
far too many - cannot provide direction and  
support - change of remit - impossible to  
function - far more staff required - explore  
this - major development, yet many problems  
encountered
- 3 good idea in theory - practice - trying to accomplish  
too much - explore this - consider in light of method  
chosen for dissemination of material etc. - examine

## DIVISIONAL PERSPECTIVE

### PC 23

#### Senior Adviser - Lanark Division

#### Purpose of Interview - diet 1990 (D Menzies, 7/11/90)

- 1 to obtain an overview of the role of the EDS in the provision of INSET training

#### Areas covered

- 1
  - a funding
  - b resources
  - c staffing

### PC 24

#### Purpose of Interview - diet 1991 (D Menzies, 4/11/91)

- 1 to obtain an overview of Staff Development and INSET training (5-14) in Lanark Division in 1990-91
- 2 to obtain an outline of proposals for Staff Development and INSET training (5-14) in Lanark Division in 1991-92

#### Format and Structure

- 1
  - a Maths/English division of secondary schools and associated primary schools
  - b resourcing
  - c utilisation of SHG mechanism
- 2 proposals obtained - cascade method to be employed

### PC 25

#### Purpose of Interview - diet 1992 (D Menzies, 13/11/92)

- 1 to ascertain the success of initiatives started in 1991-92
- 2 to ascertain if any problems had been encountered
- 3 to obtain an outline of INSET training for 1992-93

#### Format and Structure

- 1
  - a SHG format - worked really well - NB already established - influence? Consider whole purpose of structure was to allow schools to work together on a cohesive approach
- 2
  - a Maths/English division - direct influence on manner in which it was implemented - explore in detail this influence
  - b resources - increase in per capita allowance - but financial restrictions - limitations on INSET provision - probe more deeply into this - take into consideration Regional view
- 3 proposals obtained - NB no input from schools about requirements

## PC 26

### Purpose of Interview - diet 1993 (D Menzies, 15/11/93)

- 1 to ascertain the success of initiatives started in 1992-93
- 2 to ascertain if any problems had been encountered
- 3 to obtain a comment on the effectiveness of the way in which the initiative, as a whole, had been implemented in Lanark Division
- 4 to obtain a comment on any problems which had been encountered with the introduction of the initiative

### Format and Structure

- 1 no area can be noted as being successful - probe more deeply into this lack of success
- 2 a financial  
root of all problems in the EDS - underfunded and understaffed - cannot provide INSET - very important as schools can now identify areas in which INSET is required
- b National Testing  
little progress - Union and parental influence - explore these ideas
- c SMT in secondary schools  
dissemination and communication - major problem areas - why not identified before?
- 3 difficult to ascertain - special consideration should be given to
  - a funding
  - b staffingboth have been important areas throughout all interviews  
NB future implications - engagement of college personnel - explore in detail

## PC 27

### Development Officer - Lanark Division - Language and Communication

#### Purpose of Interview - diet 1990 (J Mulligan, 27/8/90)

- 1 to obtain an overview of the role of the EDS in the provision of specific INSET training

#### Areas covered

- 1 funding
- 2 resources
- 3 staffing

## PC 28

### Purpose of Interview - diet 1991 (J Mulligan, 2/9/91)

- 1 to obtain subject specific details of content of INSET day workshops for 1990-91
- 2 to obtain an outline of proposals of subject specific INSET day workshops for 1991-92

### Format and Structure

- 1 details obtained
- 2 proposals obtained  
concentration on Reading and Writing - primary and secondary

### PC 29

#### Purpose of Interview - diet 1992 (J Mulligan, 10/8/92)

- 1 to ascertain the success of initiatives started in 1991
- 2 to ascertain if any problems had been encountered
- 3 to obtain an outline of subject specific details of content of INSET day workshops for 1992-93

### Format and Structure

- 1 difficult to gauge success - on-going - little practical feedback from schools - explore this
- 2 a funding  
no additional funding provided despite increase in INSET provision required  
INSET provision - not targeted - general - funds not available to provide staff and resources - probe more deeply into this area
- b uptake from schools  
patchy - INSET provision not catering for needs of schools - explore reasons for this
- c staffing  
no additional staff provided - very limited in what can be provided
- 3 INSET provision now in direct response to requests from schools - explore reasons behind this change

### PC 30

#### Purpose of Interview - diet 1993 (J Mulligan, 14/7/93)

- 1 to ascertain the success of INSET provision for 1992-93
- 2 to ascertain if any problems had been encountered
- 3 to obtain a comment on the effectiveness of INSET provision in the way in which the initiative, as a whole, had been implemented in Lanark Division
- 3 to obtain a comment on any problems which had been encountered with INSET provision during the initiative to date

### Format and Structure

- 1 more success - feedback from schools positive - examine reasons - tie up with INSET provision now at request of schools - catering more for needs of teachers - NB phase and importance of INSET provision

- 2     a     funding  
       b     staffing  
       These problems have continued throughout the  
       interviews and must be explored and highlighted
- 3     Success very limited due to funding and staffing -  
       explore in terms of Regional requirements - varies  
       between Divisions?
- 4     a     funding  
       b     staffing  
       c     logistic - area to be covered  
       d     variation in state of readiness of schools -  
             different priority for development - explore -  
             cascade model should have ameliorated this  
       e     workload - much of INSET provision to be  
             provided by ordinary teachers - cannot cope -  
             explore in terms of subject expertise - more in  
             secondary than primary?  
       f     effective and consistent provision of support  
             materials - problems of dissemination of  
             materials - explore in terms of Regional  
             problems - consider establishment of a  
             production unit - important for way in which  
             initiative is to be implemented



## SCHOOL PERSPECTIVE

### SECONDARY

#### PC 31

##### HT

#### Purpose of interview - diet 1990 (P V Brian, 3/12/90)

- 1 to ascertain school's readiness for a major change

#### Areas covered

- 1
  - a school ready for change?
  - b existence of mechanisms to cope with implementation
    - 1 delegation of areas of responsibility
    - 2 committee structures
  - c involvement of all staff

#### PC 32

#### Purpose of Interview - diet 1991 (P V Brian, 27/3/91)

- 1 to obtain a view of how the school was coping with the implementation of the initiative

#### Format and Structure

- 1
  - a school is coping well - explore - no real signs of change
  - b
    - 1 responsibility has been delegated - theory not practice - probe more deeply into this - obtain details of this - consider channels for dissemination of information
    - 2 committee structures - set up - again theoretical - not in practice - probe into this
  - c involvement of all staff - how, when, where -

#### PC 33

#### Purpose of Interview - diet 1991 (P V Brian, 26/8/91)

- 1 to obtain a view of how the school was coping with the implementation of the initiative in the light of the QA report

#### Format and Structure

- 1
  - a communication and dissemination of information  
difficult but school is small - channels are in existence - probe into why they are not used
  - b committee structure  
highlighted lack of involvement - no minutes etc. - try to obtain an explanation - point in implementation process requires involvement - consider eventual outcome

- c lack of participation of staff  
 consider when and how - staff do not know -  
 probe into this - vital factor in implementation  
 - sense of ownership
- d control  
 HT still in total control - explore views on  
 this

#### **PC 34**

##### **Purpose of Interview - diet 1992 (P V Brian, 28/4/92)**

- 1 to obtain a view of how the implementation of the initiative should be led
- 2 to obtain a view of the implementation of the initiative in the light of the fact that the recommendations of the QA report had been implemented.

##### **Format and Structure**

- 1 HT in total control - explore further his belief that he has delegated control - clear leadership from top - acceptable but delegation sign of professionalism - consider dictatorial view taken of leadership position - probe into personality here
- 2
  - a communication and dissemination of information  
 working well - not in practice - still little except via PTs - controlled by HT - come back to role of HT and view of leadership - examine in detail
  - b committee structure  
 firm belief in structure established - committees do not meet - probe deeply into this - reasons - control?
  - c lack of participation by staff  
 Involvement of all staff but in reality faculty/PT basis - why? - sense of ownership? Probe into idea of disillusionment
  - d control  
 HT firmly in control - delegation - probe into why views have not changed - idea of not giving staff opportunity to challenge views

#### **PC 35**

##### **Purpose of Interview - diet 1992 (P V Brian, 4/11/92)**

- 1 to obtain a view of how the new committee structure was working

##### **Format and Structure**

- 1
  - a committee structures  
 Idea of facilitate implementation - structures in place - try to get to root of why they do not meet - paper scenario - QA report should be considered

- b    participation on committees  
staff still cynical - idea of involvement still theoretical - practice - non-participation - tie up with committees not meeting? Probe into staff relations
- c    control of committees  
staff concerned about this - look into theoretical collegial approach - examine personalities involved and probe into motives

#### **PC 36**

##### **Purpose of interview - diet 1993 (P V Brian, 10/5/93)**

- 1    to obtain a view of how the initiative was being implemented

##### **Format and Structure**

- 1    a    problem areas
  - 1    lack of overall co-ordination - tie in to committees, responsibility, priorities - consider reporting problems
  - 2    some subjects going ahead on their own - tie into lack of co-ordination
  - 3    lack of awareness of many staff - responsibility - priorities - expertise?
  - 4    resourcing problems - especially in terms of time
  - 5    management of initiative - approach - examine this
  - 6    complacency!

#### **PC 37**

##### **Purpose of interview - diet 1993 (P V Brian, 17/12/93)**

- 1    to obtain a view of how the new committee structure was working

##### **Format and Structure**

- 1    a    committee structures  
theory and reality do not match - again try to explore reasons - "on paper" only scenario - no change
- b    participation on committees  
theory and reality do not match - lack of participation by non-promoted staff - no invitation given - why has situation not changed?
- c    control of committees  
HT still in total control - consider and examine what moves have been made towards collegiality

**PC 38**

**DHT (with responsibility for 5-14 initiative)**

**Purpose of interview - diet 1990 (A McTaggart, 4/12/90)**

- 1 to obtain an outline of proposals for staff development in 1990-91
- 2 to obtain a view of the DHT's role within the SMT in terms of the implementation of the initiative

**Areas covered**

- 1 outline obtained - basically "raising awareness" and establishment of division's approach
- 2
  - a primary role - conveyor of information
  - b priority - low
  - c remit - overloaded

**PC 39**

**Purpose of interview - diet 1991 (A McTaggart, 28/8/91)**

- 1 to ascertain the success of developments outlined for 1990-91
- 2 to ascertain what problems had been encountered
- 3 to obtain an outline of proposals for 1991-92
- 4 to obtain a view of the DHT's role within the management structure in terms of the implementation of the initiative

**Format and Structure**

- 1
  - a "raising awareness"  
relatively successful - NB 1/2 day only - how do you measure success?
  - b division's approach  
had been established through allowing PTs to attend meetings - probe into why no more detail - consider idea that school should be developing its own approach as well
  - c
    - 1 time factor  
SMT too many issues to cope with - no detailed knowledge of initiative - very time consuming - probe into perception of needs
    - 2 no supply staff for INSET  
examine, in detail, resourcing issue - important at this stage of implementation
    - 3 QA Report had highlighted several issues - these have to be tackled - perception of needs? Examine work overload at this level
    - 4 co-ordination - many subjects still not directly involved - why does this cause problems?

#### PC 40

##### AHT with responsibility for 5-14 development

(new appointment)

##### Purpose of Interview - diet 1992 (A Hood, 29/4/92)

- 1 to ascertain the success of developments outlined for 1991-92
- 2 to ascertain what problems had been encountered

##### Format and Structure

- 1 none - examine reasons - consider lack of continuity and perception of needs - collegial approach?
- 2
  - a lack of time
  - b lack of expertise
  - c lack of co-ordination by SMT
  - d theory and practice do not match e.g. committees

#### PC 41

##### Purpose of Interview - diet 1992 (A, Hood, 9/11/92)

- 1 to obtain an outline of proposals for 1992-93
- 2 to obtain a view of the AHT's role in the SMT in terms of the implementation of the initiative

##### Format and Structure

- 1 outline obtained NB the following
  - a AHT to attend Divisional meetings
  - b AHT to attend SHG meetings
  - c AHT to formulate whole school policy on assessment
  - d AHT to co-ordinate reporting format
- 2
  - a change in role - facilitator to co-ordinator - probe into personality or perception of needs
  - b emphasis placed on the creation of timetabled opportunities for cross-curricular discussion - examine where time will come for this
  - c committee structures to be revised - why now?

#### PC 42

##### Purpose of Interview - diet 1993 (A Hood, 14/5/93)

- 1 to ascertain the success of developments outlined for 1991-92
- 2 to ascertain what problems had been encountered

##### Format and Structure

- 1
  - a change in role of AHT to co-ordinator - difference e.g. primary-secondary liaison - examine reasons behind such moves
  - b success with "outside" measures e.g. attendance meetings - probe into approach to Divisional initiatives
- 2
  - a time  
theoretically time should have been provided for cross-curricular discussion but in reality was

- not - examine why - control? Perception of needs?
- b committees structures  
co-ordination difficult - difference in perception of needs by PTs - still no participation by unpromoted staff - HT in control although not on committees
- c co-ordination  
very difficult in school in general - staff perceive little being done - cynical attitude prevails - probe more deeply into this - reasons - personalities?

#### **PC 43**

#### **Purpose of Interview - diet 1993 (A Hood, 20/12/93)**

- 1 to obtain a comment on the overall effectiveness of the introduction of the initiative to date
- 2 to obtain a comment on any problems which had been encountered with the introduction of the initiative
- 3 to obtain a view of the AHT's role in the SMT in terms of the implementation of the initiative

#### **Format and Structure**

- 1
  - a relatively effective - concentrate on word relatively
  - b main area of success SHG which facilitated primary-secondary liaison - but already in existence prior to introduction of initiative - explore
- 2
  - a time  
no time given but time required - things cannot be accomplished without time - HT in control? Consider question of resourcing
  - b committee structures  
not operating effectively - do not exist - staff attitude?
  - c control/co-ordination  
HT firmly in control - AHT cannot work effectively under such a situation - little chance to develop as it should  
NB same problems mentioned each time - probe into why nothing has been done
- 3 co-ordinator  
but very difficult to achieve
  - a previous situation - cannot be eradicated overnight
  - b some subjects had "gone it alone", therefore overall co-ordination extremely difficult
  - c committee structures do not work - cannot be achieved without these - collegial approach - still "on paper" - HT should give consent for this



- d     AHT remit decided by HT and parameters to work within - examine role of HT again in light of comments

## DEPARTMENTAL

### PC 44

#### PT

#### Purpose of interview - diet 1990 (A MacPherson, 22/10/90)

- 1 to obtain an outline of proposals regarding the initiative in 1990-91
- 2 to obtain a view of the PT's role in the implementation of the initiative

#### Areas covered

- 1 a Maths school - mainly a raising of awareness situation
- 2 a leadership role  
style of leadership  
believe that Division will deal with the practical aspects

### PC 45

#### PT (Acting)

#### Purpose of interview - diet 1991 (R Hume, 4/2/91)

- 1 to ascertain the success of developments outlined for 1990-91
- 2 to obtain an outline of proposals for 1991-92

#### Format and Structure

- 1 a awareness raised to a certain degree - NB commitment of members of department to other areas e.g. Guidance and supply teachers - no motivation here - raises questions about continuity - examine  
b all INSET courses attended - feedback - probe into this
- 2 no outline of proposals available - new PT has not been appointed

### PC 46

#### Purpose of Interview - diet 1991 (R Hume, 26/8/91)

- 1 to obtain a view of the PT's role in the implementation of the initiative

#### Format and Structure

- 1 a leadership role  
belief in free and frank discussion - difficult position - no power - only acting in post - examine type of leadership - nothing has been done so far - Department unable to reach agreement  
b Division should provide direction - overall believe in this - negation of individual aspect of development - examine

**PC 47**

**PT**

(new appointment)

**Purpose of Interview - diet 1992 (J Mauchline, 5/3/92)**

- 1 to obtain an outline of proposals for 1991-92
- 2 to obtain a view of the PT's role in the implementation of the initiative

**Format and Structure**

- 1
  - a English school in terms of implementation of initiative - explore difference this will make - move away from simply raising awareness
  - b PT to attend SHG meeting on monthly basis
  - c departmental meetings and PAT slots to be allocated to development work
  - d review of resources and piloting of assessment grids - timetable drawn up - new units to be produced
  - e major review of all areas  
NB difference in number and type of priorities - explore
- 2 leadership from the top  
PT has duty to show way forward to her staff - what she was appointed for  
Members of department must learn to adapt - consider change of leadership style on staff and pace of implementation - important to examine in detail

**PC 48**

**Purpose of Interview - diet 1992 (J Mauchline, 4/12/92)**

- 1 to ascertain the success of initiatives outlined for 1991-92
- 2 to ascertain what problems had been encountered
- 3 to obtain an outline of proposals for 1992-93

**Format and Structure**

- 1
  - a review - well in hand
  - b primary-secondary liaison - through SHG - well underway - take up - already existing machinery
  - c writing of units - well in hand
- 2
  - a time factor  
always lack of time
  - b resources  
not enough money available and supply staff for INSET provision and development work - examine in detail - provision of resources at this point crucial to implementation
  - c lack of co-ordination at a whole school level -  
difficulties in areas such as Reporting beginning to emerge - examine and tie up with AHT interviews
  - d lack of commitment of some members of department

some not taking on as much and producing as much development work as they should be able to - probe into reasons for this - consider effect on efficacious implementation - are staff being given too much to cope with?

- 3 proposals obtained NB length of list - look at in light of above

#### PC 49

##### Purpose of Interview - diet 1993 (J Mauchline, 23/3/93)

- 1 to ascertain the success of developments outlined for 1992-93
- 2 to ascertain what problems had been encountered
- 3 to obtain a comment on the overall effectiveness of the introduction of the initiative to date
- 4 to obtain a comment on any problems which had been encountered with the introduction of the initiative
- 5 to obtain a view of the PT's role in the implementation of the initiative

##### Format and Structure

- 1
  - a Primary-secondary liaison
  - b newsletter
  - c profiles
  - d new labels
  - e texts
  - f audit of units
  - g new reporting format
  - h PRP trolley
  - i development work on schedulereasons for large number of successful items - examine - consider leadership style
- 2
  - a time  
no advance in obtaining extra time for development work and supply for INSET training
  - b resources  
slightly more provision - allocation by HT
  - c lack of co-ordination at whole school level  
slight improvement but department still going ahead on its own - probe more deeply into reasons - personal career motivation on part of PT?
  - d lack of commitment of some members of department  
becoming more noticeable - resentment - explore this in depth - style of leadership?
- 3 effective since 1992 and appointment - prior - nothing done - probe more deeply - style of leadership and motivation?
- 4
  - a time
  - b resources
  - c lack of co-ordination at whole school level
  - d lack of commitment of some members of department

- 5 leadership by example  
idea that department must follow  
PT encourages participation - theory but not reality  
- examine  
PT in control - must know what she is doing

**PC 50**

**Purpose of Interview - diet 1993 (J Mauchline, 14/12/93)**

- 1 to obtain a view of the re-evaluation of the style of leadership adopted

**Format and Structure**

- 1 autocratic style of leadership - discuss effectiveness not efficiency
- 2 meetings - dictatorial - why lack of freedom of discussion?
- 3 lack of motivation on part of staff - reasons - style of leadership - examine
- 4 little delegation - loss of power - motivation-career aspirations?
- 5 bring together all previous comments about leadership

## ADDITIONAL INTERVIEW WITH PTs

### PC 51

#### Purpose of Interview - diet 1991 (A Hornal, 21/10/91)

- 1 to ascertain how a PT views the HT's leadership in the implementation of the initiative

#### Areas covered

- 1 style of leadership
- 2 committee structures
- 3 PTs meetings
- 4 consultation process
- 5 effectiveness of implementation

### PC 52

#### Purpose of Interview - diet 1992 (J Kirkland, 3/6/92)

- 1 to obtain a PT's view of how effectively the initiative was being implemented

#### Areas covered

- 1 style of leadership
- 2 committee structures
- 3 PTs meetings
- 4 consultation process
- 5 effectiveness of implementation

### PC 53

#### Purpose of Interview - diet 1993 (J Kirkland, 6/6/93)

- 1 to obtain a PT's view of how effectively the initiative was being implemented
- 2 to obtain a PT's view on the effectiveness of the committees in the school

#### Format and Structure

- 1
  - a style of leadership  
autocratic - does not allow discussion - examine  
- influence of efficacious implementation?
  - b lack of PTs meetings  
no forum for discussion  
departments go ahead on their own - creates  
extra work - consider in terms of work overload  
- important - influence of style of leadership
  - c lack of co-ordination at a whole school level  
creation of extra work - by-product of style of  
leadership
- 2 "on paper" situation - ineffective - do not meet - no  
unpromoted members of staff allowed - HT keeps  
control - explore in terms of style of leadership



**PC 54**

**Purpose of Interview - diet 1992 (J Robertson, 1/6/92)**

- 1 to ascertain how the PTs view the HT's leadership in terms of the implementation of the initiative in the light of the QA Report

**Areas covered**

- 1 communication and dissemination of information
- 2 lack of co-ordination of implementation at a whole school level
- 3 committee structures
- 4 PTs meetings
- 5 resourcing and INSET provision

**PC 55**

**Purpose of Interview - diet 1992 (J Burrell, 23/11/92)**

- 1 to ascertain how the PTs view the HT's leadership in terms of the implementation of the initiative in the light of the QA Report

**Areas covered**

- 1 communication and dissemination of information
- 2 lack of co-ordination of implementation at a whole school level
- 3 committee structures
- 4 PTs meetings
- 5 resourcing and INSET provision

## PRIMARY PERSPECTIVE

PC 56

HT

### Purpose of Interview - diet 1990 (A Morton, 3/9/90)

- 1 to obtain an outline of proposals for the implementation of the initiative in 1990-91
- 2 to obtain an outline of proposals for staff development in 1990-91

### Areas covered

- 1 proposals obtained  
SOED documents issued  
implementation of Divisional plans  
raising awareness  
review of school policies  
review of resourcing
- 2 proposals obtained  
attendance at INSET meetings

PC 57

### Purpose of Interview - diet 1991 (A Morton, 7/3/91)

- 1 to ascertain the success of developments outlined for 1990-91
- 2 to ascertain what problems had been encountered
- 3 to obtain a view of the position of the HT with regard to the implementation of the initiative

### Format and Structure

- 1
  - a all Divisional plans had been implemented -  
examine how in time scale - examine in terms of  
style of leadership - tie up
  - b all policies reviewed - whole staff involved -  
sense of ownership - probe into reasons for this
  - c INSET provision attended and staff obtained  
feedback - explore importance of collegial  
approach
- 2
  - a time  
primary day does not allow for meeting time -  
much informal discussion - plans to buy-in time  
- explore - same problem as secondary but more  
optimistic about overcoming it
  - b resources  
expectation of purchase of new texts - whole  
school decision - costly - explore in terms of  
resourcing at this point in the implementation  
process - will it affect efficacious  
implementation
  - c English Language  
nebulous - staff encountered problems discussing  
it - probe into subject expertise

- 3 role of HT - pivotal - co-ordination  
recognise professional expertise of staff  
whole school involvement - important for sense of ownership  
delegation - committee structure - HT impossible to do all jobs  
prepare to change as priorities change  
awareness of totality of school  
probe into effect this philosophy has on effective implementation - theory and practice - collegial?

#### PC 58

##### Purpose of Interview - diet 1991 (A Morton, 12/11/91)

- 1 to obtain an outline of proposals for 1991-92
- 2 to obtain a view of how the initiative, in general, and the working parties, in particular, were progressing

##### Format and Structure

- 1 proposals obtained
  - a primary Divisionally led
  - b buying of time for discussion and development
- 2
  - a Maths  
working party - progression - good - ease - texts etc.
  - b English Language  
working party - poor - nature of subject - explored in more depth - texts - various - difficulty - age - time - slow - Maths school originally - effect on implementation - explore
  - c general  
good participation by staff - willingness to work - time factor - problem - explore in terms of leadership style - also consider workload aspect

#### PC 59

##### HT

(new appointment)

##### Purpose of Interview - diet 1992 (J Edgar, 18/5/92)

- 1 to obtain an outline of plans for 1992-93

##### Format and Structure

- 1 new HT therefore plans could not be formulated for a whole year in advance - idea of wanting an overview of situation - link into style of leadership  
English Language - concentration on previous HT's  
- plans - continuity - explore in more depth

## PC 60

### Purpose of Interview - diet 1992 (J Edgar, 9/11/92)

- 1 to ascertain the success to date of the developments outlined for 1992-93
- 2 to ascertain what problems had been encountered
- 3 to obtain a view of the HT with regard to the implementation of the initiative

### Format and Structure

- 1 a review of policies  
basically good  
English Language - difficulties still being encountered
- b INSET provision  
good use made of this - feedback to staff - staff now detailing what they would like - explore in more depth
- c buying in of time  
successful - explore in light of secondary experience
- d working parties  
Maths - good progress  
English - slow - discussed in depth
- 2 a resources  
funding of new texts - priority - discuss particular problems - importance at this stage - tie in with texts approach rather than unit based approach
- b time  
always more time required - basically in school time - important to come back to this - consider for INSET provision
- 3 collegial approach  
belief in using the expertise of his staff  
belief in committee structures  
belief in delegation  
NB these explored in the light of his predecessor - characteristic of primary approach in general - explore in terms of style of leadership  
very conscious of work load of staff - increasing as implementation proceeds - examine in the classroom situation

## PC 61

### Purpose of Interview - diet 1993 (J Edgar, 24/5/93)

- 1 obtain a comment on the effectiveness of the introduction of the initiative to date

### Format and Structure

- 1 very good -  
exception English Language -  
a considered in terms of designated a Maths school at beginning

- b interest of both HTs lie in Maths
- c problems with nebulous nature of subject areas - stressed throughout
- d whole school policies in this area - weak - again connected with problems previously outlined

## **PC 62**

### **Purpose of Interview - diet 1993 (J Edgar, 22/11/93)**

- 1 to obtain a comment on any problems which had been encountered with the introduction of the initiative to date
- 2 to obtain a view of the HT's leadership role in the implementation of the initiative

### **Format and Structure**

- 1
  - a time
  - b funding
  - c English Language  
more in-depth discussion of points raised previously
  - d planning  
work overload - discussed in depth
  - e reporting  
format still to be revised - considered of SOED position - important
- 2 still belief in previous philosophy  
adaptability - key concept - discussion in light of hierarchical approach of secondary  
constant stress on reporting back to staff - involvement idea mentioned previously discussed in depth  
feeling of being valued - important for many reasons

## **PC 63**

### **P7 CLASS TEACHER**

### **Purpose of Interview - diet 1990 (A Wilson, 29/10/90)**

- 1 to obtain a general comment of the initiative CAS87

### **Areas covered**

- 1
  - a English Language  
NB designated a Maths school
  - b general philosophy
  - c expectations

## **PC 64**

### **Purpose of Interview - diet 1991 (A Wilson, 11/11/91)**

- 1 to ascertain the effectiveness of measures taken to implement the initiative to date
- 2 to ascertain what problems had been encountered

### Format and Structure

- 1 a whole school approach  
good  
progress made, especially in Maths  
discussion allows everyone to become involved
- b working parties  
time consuming - opt out available - explore in  
terms of participation and what would happen to  
decision making - explore
- 2 a time  
classroom and development - explore in more  
detail
- b resourcing  
texts and additional staff - examine effect on  
methodology
- c overload  
evident in all areas
- d National Testing  
logistical  
marking

### PC 65

#### Purpose of Interview - diet 1992 (A Wilson, 18/5/92)

- 1 to discuss research findings to date - classroom  
organisation, methodology

### Format and Structure

- 1 a planning
- b integrated day approach
- c groups  
examine movement between groups  
use of assessment  
working of the groups - collaborative or ease  
for teacher
- d whole class and group  
explore which predominates and where

### PC 66

#### Purpose of Interview - diet 1992 (A Wilson, 9/11/92)

- 1 to discuss individual strands in terms of  
methodology, texts etc.
- 2 to ascertain what problems had been encountered

### Format and Structure

- 1 a Reading
- b Writing
- c Listening
- d Talking
- 2 a influence of National Testing
- b KAL - explore in depth - important - compare  
with secondary situation



- c Listening - text used - assessment - idea must be examined
- d Talking - text used - assessment - idea must be examined
- e group work - applicable - discuss in terms of overall methodology
- f reporting - format unchanged - dictating/influencing work in classroom
- g lack of support - other teachers - examine in terms of resourcing - tie up with HT
- h out dated text - discuss in terms of whole school policy
- i assessment - subject expertise - explore in depth

#### **PC 67**

##### **Purpose of Interview - diet 1992 (A Wilson, 13/12/92)**

- 1 to obtain a view of the whole-school method of decision-making

##### **Format and Structure**

- 1
  - a major issues - effective - discussion - feeling of being valued - idea of knowing what is happening elsewhere - examine in terms of HT's approach
  - b slow - texts - replace throughout school - cost
  - c whole school policies - good - input from all staff - all are effected
  - d issues which impinge on classroom - slow - e.g. profiling - cannot please all of the people all of the time - tie in with collegial approach

#### **PC 68**

##### **Purpose of Interview - diet 1993 (A Wilson, 24/5/93)**

- 1 to discuss research findings to date - strands, planning, reporting, evaluation

##### **Format and Structure**

- 1
  - a strands  
influence of National Testing - discuss concentration on Reading and Writing  
some strands ignored  
consider subject expertise - influence of National Testing discussed
  - b planning  
difficulties emerging from change  
work overload - must be considered  
lack of individual planning
  - c reporting  
out of date with assessment procedures - whole school and SOED positions to be considered

- dictation of assessment in classroom discussed in depth - Listening and Talking (not assessed by National Testing)
- d evaluation
- lack of subject expertise - noticeable in some areas
- INSET provision discussed

#### **PC 69**

##### **Purpose of Interview - diet 1993 (A Wilson - 22/11/93)**

- 1 to ascertain the effectiveness of measures taken to implement the initiative to date
- 2 to ascertain what problems had been encountered
- 3 to obtain an overall comment on the implementation of the initiative

##### **Format and Structure**

- 1 basically effective under circumstances  
Maths better than English Language - can be traced throughout all interviews
- 2
  - a time
  - b resources  
texts  
additional staff
  - c nature of English Language
  - d INSET provision  
not what was required at respective point in time
- 3 approach adopted by whole school - effective - feeling of ownership established



SCOTTISH CONSULTATIVE COUNCIL ON THE CURRICULUM

17 St John Street  
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15 December 1992

CE/6/RR/JR

Ms Sandra Percy  
"Hamildean"  
Leithen Road  
INNERLEITHEN  
Peeblesshire  
EH44 6HY

Dear Sandra

Thank you for your letter of 15th November and my apologies for my delay in replying. I can see no difficulty in using a great majority of the documents you cite since clearly all are in the public domain and are therefore available for the purposes of research and comment. However, having sought further advice, I regret to inform you that you will be unable to quote directly from the minutes of RDG1 nor make direct reference to the document HMI Framework for Development. You may make reference to the minutes but if anyone would like to pursue the references in more detail this would require to be cleared with the HMI.

I hope this clarifies the matter.

Very many kindest regards.

Yours sincerely

A handwritten signature in dark ink, appearing to read 'Robbie Robertson', with a stylized, flowing script.

Robbie Robertson  
Assistant Director

A Company Limited by Guarantee registered in Scotland under the  
Companies Act 1985 (Registered No 110184)  
Registered Office: Gardyne Road, Broughty Ferry, Dundee DD5 1NY  
Also at  
Glasgow Office: Lymehurst House, 74 Southbrae Drive, Glasgow G13 1SU  
VAT Registration No 502 8101 96

## APPENDIX 5:4 Sample Transcript of Interview

### PC 3

#### Purpose of Interview - diet 1992 (D Osler, CHMI, 7/4/92)

- 1 to ascertain the success of the initiatives outlined for 1991-92
- 2 to ascertain if any problems had been encountered
- 3 to obtain an outline of proposals for 1992-93

#### Transcript

#### Researcher's Points/Themes

1  
In most respects the implementation of the initiative is proceeding as outlined. The documentation has been produced and forwarded to schools. The RDGs are working to the predefined time scales and schools, in the main, are beginning to identify areas for INSET training. The two areas in which most success has been noted is that of the review of existing practices with regard to the curriculum and assessment and primary-secondary links. There is now a feeling of partnership between primary and secondary schools.

*No check on what is happening to it in schools?  
Probe into inspection area*

*Consider Environmental Studies*

*In theory but not in practice. Explore in depth. Needs of classroom teachers are not being met in this area - process of implementation - INSET here is very important*

*Is this where money has been channelled?*

2  
Three main areas of concern had arisen during the previous year

*Main areas of concern for schools*

- a National Testing
- b Senior Management in secondary schools
- c Inspection of schools

a National Testing

In the light of the comments made by the profession and the public alike the Government have decided to review the arrangements for testing. These new arrangements are to be published in June 1992. It should be stressed that this review was part of the consultation and moderation procedure which was originally envisaged and was not the Government "giving way" to public pressure. The alterations which have been made will be beneficial for the pupils. It should also be stressed that testing is only one aspect of the whole initiative and it should not be allowed to dominate it.

*Importance of influence of parents - new partners - not working out quite as Government envisaged - explore in more detail*

*NB Official line - type of comment expected of person holding this position - consider for "contract"*

*Stress on pupils, but avoids "head on collision" with groups, especially parents - consider in terms of policy-making and partnerships*

*Michael Forsyth?*

b Senior Management in secondary schools

The HMI are concerned about the level of involvement and progression of the initiative at SM level in secondary schools because SM will have the key task of planning how the institution is to adapt and change to meet the challenge of providing effective education for pupils under the auspices of the initiative. To date, the rather "piecemeal" way in which the initiative has been implemented in secondary schools is not due to those involved at PT or classroom level, but to the view of the initiative taken by SMT.

*Importance of role of middle management to efficacious implementation - what is happening "on the ground" - important that HMI are aware of this*

*NB stress on pupils - consider motives of many middle managers*

*Not what happened in the past - teachers in the classroom blamed - "S" Grade experience*

*Again - situation "on the ground" - explore in depth*

*Viewed as a primary initiative - consider "overload of remits"*

It is felt that this area is of prime importance but that many SMT are not totally committed or as far forward with introducing the initiative as those in primary schools are. The quality of management is one of the critical determinants of a school's success. One of the main problems which management in schools face is adapting to change. Often, particularly in secondary schools, new developments are often dealt with in the context of traditional structures and behaviours. It is felt that the level of involvement in primary schools may be due to the fact that SMT members in primary schools are teachers who are working in the classroom, and on the whole, have fewer curricular commitments than those in secondary schools.

*Crucial comment for research - importance of role stressed*

*Hierarchical view of secondary school decision-making structure does not help - look into difference between this and collegial model of primary*

*Lack of awareness of what is required - in CHS - not subject specialists who are involved*

*Time - coming out in other interviews - work overload?*

*Consider primary teachers being asked to implement all guidelines*

SMT in secondary schools have more varied remits and this must be taken into consideration. HTs must not make the mistake of seeing change as a distinctive phenomena: they should see it as a natural and inevitable process. Schools deal with one of the most dynamic change processes in society today - the education of young people. However, this is a priority and must be perceived as such by the SMTs in secondary schools. In order to raise the awareness of SMT to this situation the idea of whole-school development planning will be stressed.

*Perception of need - important - again difference between primary and secondary*

*Based on perception of hierarchical structure?*



From recent inspections the HMI are aware that many SMTs have not been giving the initiative due attention and so it is our aim to encourage the Regions to provide additional INSET training for SMT in secondary schools. The guidelines must be seen as part of the background against which schools decision should be taken. A school development plan is also unique to a school and its audit will reveal its own particular needs etc. It belongs to the staff as well as the management. Schools have been task centred and hierarchically based for too long. This has been to the detriment of effective personal relationships and individual esteem. It is to be hoped that the school development plan will, through the SMT, encourage a truly participative approach to the implementation of changes.

*Another facet being added  
Important to research -  
consider SDPs*

*Important - first time SOED  
have done this - look into  
this? How much does Region  
provide and therefore react  
to SOED statement about it?*

*Who checks audit?*

*How much do ordinary staff  
have a say in these SDPs?*

*Important comment for  
research - would a non-  
hierarchical structure work  
better? If so, why has  
SOED not suggested it?*

All recent research to date has indicated that this leads to a sense of ownership. This may be achieved through the committee structure which is a feature of secondary schools. However, the HMI are aware that the composition of committees in secondary schools is rarely the result of systematic analysis of functional needs and recruitment by logically derived criteria. The determinants are usually historical, based on status and the result of inappropriate delegation. The same situation does not happen in primary schools. The HMI are keen to obtain the type of situation which exists there.

*Difficult to achieve sense of ownership in a secondary school situation*

*Committee structure - good in theory but not in practice - CHS - consider QA recommendations - no audit on these - "on paper" committees*

*HMI aware of what is happening - again hierarchical structure comes into play - very important - beginning to emerge from a lot of interviews - examine in depth*

*Stress once again on collegial approach*

In 1992-93 there will be a major initiative which will focus on SMT in secondary schools. This will be initiated at Regional level. Part of the way in which this initiative has been implemented has been to give LEAs more control over INSET training. However, the HMI perceive this as a priority area and this was pointed out to LEAs. They must respond to this. The HMI are in a position to have an overview of the situation: the LEAs do not. Particular attention will be paid to the DHT. A DHT is a resource. He is a facilitator. He is an organiser. He is a manager. It is on the DHT that we are relying to raise staff awareness and formulate plans for implementation. A DHT must have his "finger on the pulse". He determines what, how and when in the context of an individual school. He has a pivotal role in a secondary school.

Attention will focus on the Howie Report and the implications which this will have for 5-14 and for 'S' Grade. The SMT in secondary schools in particular must be able to take an overview of their priorities and respond accordingly.

*HMI dictating, but handing over responsibility to LEAs - sense of ownership being encouraged - NB not the same situation as at "S" Grade*

*Who will audit this?*

*Accountability?*

*Very important for research - compare with CHS - conveyor of information - consider perception of needs- importance for middle managers - consider sense of ownership as well and role in terms of formulation of committees - power?*

*Overload, especially in secondary schools - is this affecting perception of need? - explore in depth*

*Overview - consider implications for co-ordination and problems which Departments can encounter.*

c     Inspection of Schools  
The Parents' Charter places clear expectations on HM Inspectors. An Audit Unit, now established is to "collect, analyse and publish evidence about how well schools and authorities are performing", and HMI are to "assess both the standards being achieved and procedures for assuring quality". These obligations have accelerated changes to new forms of inspection for primaries and secondaries, with separate summaries for parents which contain an increased emphasis on attainment.

*Accountability - consumerism? Consider market forces approach Parents - immediate stress on role as new partners in decision-making process*

*NB parents have been opposed to measures such as National Testing - what will happen if they continue to disagree with Government?*

The main aim of inspections, to evaluate pupil attainment, programmes of work and learning and teaching in all areas of the curriculum, remains unchanged. However, procedures in primaries are very different as HMI now look at each curriculum area by sampling across the school, and for two areas, identified nationally, an enhanced inspection is mounted.

*Yes, but is it a hidden agenda ?*

*NB no league tables - difference between England and Wales and Scotland, but how long will it be able to survive like this - importance of influence of England*

At present, enhancement is confined to English Language and Mathematics, with attainment measured against national targets. Evidence is gathered through sampling 2 groups of up to 30 pupils for each area. The groups are drawn from 3 stages e.g. P2, P4 and P6, and P3, P5 and P7. The samples are constructed to be representative of attainment at a given stage.

*Yes, but is it a hidden agenda ?*

*NB no league tables - difference between England and Wales and Scotland, but how long will it be able to survive like this - importance of influence of England?*

The school is asked, therefore, to provide levels of attainment in advance but the sample chosen by HMI can be modified after discussion with the Headteacher and class teacher on the morning of the inspection. For English Language, schools are also asked to have 3 examples of best work in writing available for each pupil in the 3 classes chosen and, similarly, to have 3 problem-solving tasks for Mathematics.

*Immediate checking up*

*NB no moderation of National tests - different type of checking up*

*Consider question of how much INSET training teachers have had - Good Practice - importance of SEB exemplar material to "S" Grade*

Over this session, where schools are not in a position to provide levels of attainment, HMI will use whatever assessment is available. Attainment in secondary schools in English Language and Mathematics in S1/S2 is also being measured against national targets and commented on. Enhancement inspections of other areas will be introduced gradually, starting with single components of expressive arts in a small number of primary schools in 1993-94.

*Idea of professional expertise being recognised here - different from England Wales - why?*

*Consider political situation and climate.*

*Very important - NB no criteria - Go to work of W Harlen (BERA) and A McPherson.*

*Consider in light of original idea of falling standards - AAP results do not reinforce this*

Since most school development plans reflect the HMI view, with minor variations (in the case of Strathclyde, their implementation plan), conflict between HMI expectations and schools' progress in 5-14 should be rare. HMI are of the view that development of assessment and a curriculum area should be simultaneous,

*Overall implement what is required - HMI still in control of situation - Regions - very little room for individual interpretation*

as the former is integral to good learning and teaching. Schools should also know that, when guidelines are in final form, attainment outcomes are used by HMI for organising ideas when reporting on each curriculum area.

*HMI stress on accountability - Regions, schools, School Boards - parents - all partners in decision-making process*

The same situation will apply to SMT where the HMI expect self-evaluation to be incorporated into the QA process of schools.

*Descriptors published soon after interview*



3 proposals for 1992-93

Since most of the guidelines are in schools, the following areas will be concentrated on. It should be noted that they are mainly in the form of support for schools:

*Retrospect - very vague - of little use in the classroom*

a school development planning

*Change and implementation being rapidly moved along*

b resource guides for Mathematics, Expressive Arts, Environmental Studies, Religious and Moral Education

*Government in form of SOED still dictating pace of change*

c exemplification of the Expressive Arts, Religious and Moral Education, Environmental Studies, Latin d The Scottish Language Project

*How much attention is paid to what is actually happening? -*

e 5-14: The Secondary Perspective

*Feedback on inspections?*

f BP/SDTI Project

g PEDP Materials and Environmental Studies, 5-14

h 5-14 and Bilingual Pupils

i Special Educational Needs within 5-14

j Recording

k Cross-curricular aspects

l Diagnostic Procedures "Taking a Closer Look"

m Collaborative Projects: Planning Learning within 5 - 14 ,

Differentiation, Recording n Advice on the implementation of National Testing

o National Network of Curriculum and Staff Development



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18 February 1992

Dear Miss Percy,

Thank you for your letter of 17 February.

I suggest that you telephone my secretary on the above number and arrange to come to see me some time in the week beginning 6 April. I would be grateful if you would let me have a note of the particular areas of discussion which you want to cover in advance of the meeting.

As was the case last year I have no objections to allow you to quote my comments provided that I have a copy to examine for approval at some point after the meeting.

I look forward to meeting you again.

Yours sincerely

D A Osler  
HM Chief Inspector of Schools

SMM00618.022

Recycled

**APPENDIX 6:1**

Extract from yearly planner English Department, Clydesdale High School, 1992-93

<u>Month / Class</u>	<u>August</u>	<u>September</u>	<u>October</u>	<u>November</u>	<u>December</u>
<b>1A</b>	Tyke Tyler (novel)	Tyke Tyler (novel)	Maid Marion (play)	Vice Versa (media)	Vice Versa (media)
<b>1B</b>	Maid Marion (play)	101 Dalmatians (novel)	101 Dalmatians (novel)	Bugsy Malone (play)	Rosie (media)
<b>1C</b>	The Ghost of Thomas Kempe (novel)	The Ghost of Thomas Kempe (novel)	Poetry	Snowed Up (thematic)	Snowed Up (thematic)
<b>1D</b>	Cuckoo Sister (novel)	Cuckoo Sister (novel)	Bugsy Malone (play)	Rosie (media)	Poetry

## APPENDIX 6:2

Extract from Forward Plan for P7, English Language  
Clydesdale Primary School, 19th August-12th September,  
1991

	<u>GROUP 1</u>	<u>GROUP 2</u>	<u>GROUP 3</u>	<u>INDIVIDUALS</u>
Ginn Level	12	11	11	10
Book	Funny and Foolish The Web of Life	Around the World in Ten Tales Time and Tide	A Test of Time Around the World in Ten Tales	Signs, Symbols and Codes Myths and Legends
Writing	Drafts of stories			Level 10, Activity sheets, 17-22
Functional		Good Health		Simon with green group
Personal				Spoken Word
Imaginative				
Speaking/ Spoken Word	Discuss Ginn			
Computing	Word Hunt, 27	Brick Up, 7	Readwell, 37	
Listening	In the News			
Handwriting	Gourdie Book 5			
Reasons for Writing				
Directions	Book 2 pgs 5-42	Look It Up	What's It About	
Poetry Workshop				
Spelling	Master Your Spelling - Violet	7 words nightly	Purple cards	Blends of oo, ee, sh, th, ch, wh

# APPENDIX 6:3

## Timetable for P7 Clydesdale Primary School, 1993-94

Monday	Moral and Social	Maths		Language		Environmental Studies	Environmental Studies	Music
Tuesday	Moral and Social	Maths		Environmental Studies Guitar		Language	Language	P.E.
Wednesday	R.E.	Maths		Language		Environmental Studies	Art Skills	Art Skills
Thursday	R.E.	Maths		Language		Language	Environmental Studies	P.E.
Friday	Assembly	Maths		Language		Environmental Studies	Environmental Studies	Music

## APPENDIX 6:4

### **English Language entries in Clydesdale Primary School Handbook, 1991 - 1992**

#### LANGUAGE

The main language scheme used is Ginn's Reading 360 series. This incorporates a reading and language scheme. Use is made of supplementary books to ensure that the children not only have the technical skills of reading taught through a balance of phonics and "look and say" methods but are exposed to situations which permit the development of higher order reading skills which require the children to think things through instead of answering factual questions with flat statements. Children are encouraged to read for pleasure as well as for information and to develop the skills required to locate, select and evaluate such knowledge. The language/reading scheme provides a link between reading and other activities in school so that reading is not an isolated experience but stimulates, and is stimulated by, other experiences. It gives a good coverage of all language skills. Emphasis is also put on the acquisition of higher order reading skills, library and research skills. "Ginn Goes Home" is used in the infant department. This is a set of books chosen by adult and child together to be read at home. Children are not allowed to take these books without an adult being present.

(Clydesdale Primary School Handbook, Strathclyde Regional Council, 1991b)

#### LANGUAGE ARTS

The aim is to enable children to express themselves freely and accurately using the spoken and written word and to be able to read with comprehension for enjoyment and further learning. To do this they must develop the four basic skills of Talking, Listening, Writing and Reading.

#### TALKING

The language children bring to school should be developed initially through play. Role play should be encouraged to structure and to build vocabulary and comprehension. Children cannot write if they do not have the experience of a wealth of language. Children learn by imitation so they must be provided with a variety of good examples as well as opportunities for practice. Expose to a variety of dialect should be encouraged.



## LISTENING

Listening skills are of paramount importance as they are a pre-requisite for children to express themselves orally and in writing. Children must be encouraged to listen to each other as well as to adults. Listening tapes, games etc. can be utilised to improve children's ability to listen to convey instructions and information correctly.

## WRITING

Writing is a means of communicating with other people at a distance. It falls into three main categories, personal, functional and imaginative and children must learn to be adept in all forms. Personal and functional writing need experience before pencil is put to paper. Children start with the known before moving to the unknown and so initially writing must be of the "I had my tea" variety. Handwriting skills, including proper letter formation will be thoroughly taught at the same time as utilising modern technology. There are three main elements in children's writing: a) content, b) effectiveness c) conventions. The content, what the child is stimulated to write, is the most important element. Effectiveness is dependent on growth of vocabulary and ability to construct sentences. Conventions consist of the correctness of layout, spelling, punctuation, grammar etc. that will be checked in the second or third draft of writing. Increased use of word-processing makes this stage painless.

## READING

The aim is to enable all children to enjoy the wealth of literature available and to enable other subjects to be understood by the acquisition of the ability to read. Children must be taught to use phonic, structural and contextual clues in dealing with unfamiliar words. The aim of all concerned is to ensure that all pupils are reading with understanding in the widest possible sense.

The 5-14 National Guidelines are adhered to with regard to the above.

(Clydesdale Primary School Handbook, Strathclyde Regional Council, 1992c)

## APPENDIX 6:5

Extract from Forward Planner for Level D, Clydesdale Primary School, 1993-94

### LEVEL D WRITING

#### STRAND - FUNCTIONAL WRITING

<u>TARGETS</u>	<u>AUG.- OCT.</u>	<u>OCT.- DEC.</u>
A variety of forms to communicate key events, facts, or ideas	Ginn Level 11 Directions Book 2	Ginn Level 11 Directions Book 3 Ghost Writer

### LEVEL D LISTENING

#### STRAND - KNOWLEDGE ABOUT LANGUAGE

<u>TARGETS</u>	<u>AUG.- OCT.</u>	<u>OCT.- DEC.</u>
Understand and use: vowel, consonant; Standard English and dialects; play scene; mass media; points of view	Reasons for Writing Stage 4 Standard English	Reasons for Writing Stage 4 Language Workbook pages 28, 29, 30, 31, 32, 33 Dialects, Slang

## APPENDIX 6:6

### Extract from Transcript of Interview with P7 Teacher

PC 68

Purpose of Interview - diet 1993 (A Wilson, P7 teacher, 24/5/93)

1 to discuss research findings to date - strands, planning, reporting, evaluation, assessment

Extract from the above related to Knowledge About Language

#### Transcript

#### Researcher's Points/Themes

##### Planning

I am now back to teaching whole class lessons for grammar - or KAL (5-14 terminology). I feel that there has been a need for sometime for a more tightly structured approach to spelling and grammar, especially further down the primary. This would provide a sounder foundation for the upper primary and then for the secondary to build on. I feel that this is one of the area in which planning is easy. The Guidelines have defined exactly what the children should know at each level. I can then find the appropriate exercises and teach the class. It is quite easy to allocate a period of time to this each week. I know that not all of the terms are applicable to each level, but quite honestly I have so much to cover that I can't manage it all for each and the class lesson is a quick and I think effective way of covering the ground. I do try to ask a lot of questions and I know my children and so I am able to direct the questions at those whom I think may not understand.

*Not what HMI wanted*

*Misunderstanding of philosophy - affect on efficacious implementation of strand?*

*Influence of personal beliefs - NB hard to change - consider INSET training here*

*Important - explore*

*Yes, but not what she does*

*Decontextualised exercises - but no units*

*No integration*

*Does not cater for individual levels - workload*

*Situation in reality - look into methodology here - question and answer situation*

I also think that it is very good for them to have class lessons like this. It teaches them to concentrate and to listen to me. I think that it also gives them a feeling of routine that they know each week that they will be covering a grammar point. It'll also give them a feeling of achievement when they are able to answer questions on it. I do realise that KAL is tested and I feel that I'll be helping my children to do their best by teaching them this way. I'm sure that parents will be glad to see a return to this type of teaching. It is one of the "saving graces" of 5-14 and one of the easier aspects.

*Yes, but against philosophy*

*Perfectly acceptable - but consider teacher's point of view - feeling of having "covered" subject area*

*Not in reality - look at tests - accountability misplaced*

*Awareness of parents - accountability - influence?*

*Total misinterpretation of KAL - forms the basis of all her teaching of this strand*

Strands  
Reading

*Comfort and security?*

I have always used Ginn (360) for this. Basically Ginn is fine - to a point. It is becoming quite old fashioned in terms of the types of texts used but I really like the idea of the format. It is also easy to teach in groups because the groups are well established and everyone knows what they should be doing because they have all been using Ginn right from P1. In this way Ginn is catering for the different levels. I would prefer to have a newer scheme but we can't afford that.

*Not what is happening in reality - look into use of assessment and tie up with group situation*

*Not really - archaic nature of text*

*Whole school decision 0 importance of funding at this point in the implementation process*

With Ginn we all know what is in each level and therefore I can tick it off when I have covered a topic. It is one of the few areas of 5-14 where I can do this. This "checking off" is one of the few changes which I've made to my assessment of this area. I find that I have to keep far better track of everything now. I know that assessment of this strand is very important for the National Tests, more so than in the areas of Writing, Listening and Talking.

*Checklist mentality again - comfort?*

*Reporting and assessment - keeping track - clear influence of accountability - but not what was being aimed at - look into in more depth*

### Writing

Again I use Ginn and Reasons for Writing. In a way I have not really changed what I've been doing since the introduction of 5-14. I suppose that I now place more emphasis on it because of the tests and I must admit that I think that it suits my style of teaching. I feel that I know where I am going and how I am going to get there. I can't say that about many of the areas of the curriculum at the moment. Again the time factor is very important. The class lesson is the quickest and most efficient way of getting the lesson across.

*But should have - explore reasons why not!*

*Accountability*

*Influence of beliefs - strong - tie up with ability to change*

*Security*

*Work overload situation*

## Listening

To be honest I don't really know what is expected here. I can only base my comments on Oracy 5. There has not been a lot of guidance on this so I'm just doing my best in the circumstances. I rely on the fact that we thought that Oracy was the best text to buy for this area of the curriculum and I haven't the time to make up individual exercises. Hopefully I'm covering what I should be covering. Before the introduction of 5-14 I'd never really thought about this area. I can't say that I really place a lot of emphasis on it.

*Lack of INSET training and subject expertise clear*

*Importance placed on whole school decision*

*Shift in beliefs - very difficult to achieve*

## Talking

Again I'm not really aware of what I should be doing here. It's so much easier to tackle in the areas of Reading and Writing. It's not tested and so I'm doing my best. I'm sure that I cover a lot of the terms during a session, but I don't rush to tick them off. I do tick them off for Reading and Writing. The same situation exists here as it did with Oracy. We made the decision to purchase a text which we could use through out the whole school and I put my faith in it to do what it should. After all, we can't do everything perfectly from the beginning. I do wish that we had had some help in this area.

*Accountability?*

*Importance of whole school decision - affect on efficacious implementation?*

*Consider funding here*



I have requested INSET training, but with all the cut backs I don't know what'll happen to this request. I know that we are all "in the same boat" as it were.

*Very important - first time it was requested - stress on importance as teachers begin the implementation process*

### Reporting, Evaluation and Assessment

I'm far more conscious of what I'm doing for Reading and Writing than I am for Listening and Talking. Basically I think that because they're tested by the National Tests, parents are far more interested in what their children can do in these areas. In terms of our report sheet, I don't have to write anything specifically about KAL but at parents' evening it's good to be able to discuss these things with parents. I'm sure that they view KAL as one of the positive aspects of 5-14. A lot of our parents are interested in this type of comment because a lot of them are quite "competitive". I do feel that more can be obtained from speaking to the teacher directly than from reading a report sheet and this is one example of this.

*Accountability*

*Influence of Tests - very strong - affect on curriculum to be explored*

*Importance and influence of parents stressed*

*Idea of market forces - read between the lines*

*Weakness of reporting*

*Totally the opposite of what the HMI believed would happen - bring out clearly*

## APPENDIX 6:7

### **Principles underlying the teaching of the strand Knowledge About Language**

- 1 no decontextualised language exercises
- 2 use precede knowledge about language i.e. pupils should already be encountering or attempting to use language features which the teacher intends to teach. It must be noted that this cannot be an invariable rule because there are some features of language which will rightly be introduced by the teacher, but this must be done at a time when the pupils concerned are ready to benefit
- 3 deal with complete texts as far as possible so that a genuine act of communication is involved
- 4 deal with the large scale aspects of the texts e.g. purpose, audience, genre, before entering into details of language
- 5 arouse curiosity by:
  - a close reading of texts
  - b field work
  - c using the pupils' knowledge of language in the mass media
- 6 encourage reflection - pupils need a terminology (a metalanguage). This can be eclectic i.e. drawn from the "Guidelines on English Language 5-14" (SOED, 1991a), "Standard Grade Revised Arrangements" (SEB, 1988) and "Revised "H" Grade Arrangements" (SEB, 1987)
- 7 make use of the productive modes:
  - a re-writing
  - b translating
  - c performing

(Tabled Paper (Nash) presented to RDG1 [RDG1 28/2/89])

## APPENDIX 6:8

### Transcript of Interview with HMI

#### PC 7

#### Purpose of Interview - diet 1992 (J Allison, HMI, 26/6/92)

- 1 to obtain comment upon Knowledge About Language in "Guidelines on English Language 5-14" (SOED, 1991a)
  - a KAL - definition
  - b background
  - c building KAL into classwork

#### Transcript

#### Researcher's Points/Themes

##### a - definition of KAL

There are certain basic concepts about language which every teacher should be familiar with. These concepts are not necessarily what the teacher will teach directly to the pupils, but they will shape the teacher's attitudes to the language they read, write, speak or listen to.

*Important - teachers have a different perspective - consider training, perception of values etc*

The strand KAL is concerned with terms that pupils should now at each stage of their schooling. These terms cover many aspects of their language learning, many of them are everyday terms. The building up of a pupil's language skills is the main aim of all work in the curricular area in schools - primary and secondary. It is also difficult to separate skill from knowledge. If you possess a skill, do you not also know something? It might therefore seem that KAL is the same as English Language.

*Key to it all*

*Stress on everyday - idea that examples will be found quite easily - not a return to the old grammar lesson - look at in terms of research data*

*Important philosophical comment - Is this an alteration in beliefs? - Difficult to change?*

*Pervades the whole curriculum - consider problems with Listening*

Some teachers will see the "introduction" of KAL as an invitation to put the clock back. It is not a return to the grammar lessons of twenty years ago. This was when pupils were trained to pick out and name the various parts of speech (nouns, verbs etc.) in a sentence and mark off and describe clauses. This was usually done with isolated sentences in a grammar book and had nothing to do with the language used in an actual communication. This was often called "decontextualised language exercises". Since it took up time which could have been used for the development of writing skills, it may even have had a harmful effect. We see KAL as a sensible view of what language is and what pupils should know about it and be able to do with it. KAL is definitely not about going back to teaching the old grammar of teaching in the old way. The key concept now is appropriateness.

*Because of how they were taught? - tie up with philosophical comment earlier?*

*But teachers feel comfortable with this - security in time of change - delve into in terms of research data*

*Reality - this is what is happening because of introduction of KAL as a strand!*

*Influence of key players - RDG1 - minutes and HMI Framework for Development*

*Sensible to whom?*

*Key to it all - not really made clear in guidelines - explore in more detail*

## b Background to KAL

There are three main views of how we should study language and these are important because they were taken into consideration when we were deciding about KAL prescriptive, descriptive and socio-linguistic.

### The Prescriptive Approach

This is the attitude lying behind the way English was taught in schools up till roughly the 1960s. People holding this view say that there is a set of standards for good English and the job of schools is to train pupils to come up to this standard. The concept of a perfect and unchanging standard for a language is derived from Latin, but arbitrary rules were invented at various time and taught by generations of teachers without any real connection with the language as used in the community. Literary language was regarded as standard - only fully formed sentences - sometimes known as "major") sentences were regarded as correct. It was thought that every sentences must have a subject and finite verb, therefore some teachers required their pupils to answer in "complete" sentences in the classroom. These teachers didn't realise that each language has its own rules resulting from the usage of the most influential users - themselves.

*How some teachers view their job in this area*

*Influence of age - consider adaptability and perceptibility to change*

*Some teachers really comfortable with this - idea of security again*

### The Descriptive Approach

The aim of this kind of language study is to describe and understand what actually exists in the language, just as a scientist describes a physical phenomena. No judgements are made about what is acceptable or unacceptable.

This objective study of language reveals the huge variety of kinds of language which skilled users produce. This variety occurs in two main ways:

historically - change is always taking place. Everyone knows that the language of Shakespeare is different from the language of modern playwrights. There never has been one fixed perfect form of the language. Changes will continue to take place and cannot be prevented by any amount of school teaching.

geographically and socially - language varies from one region of the country to another. It is a fact that native speakers in different parts of the country speak in different ways, and not only in their accents. Nobody can tell them that they are wrong, for their speech forms often have a longer history than the more recent "correct" ones. Speaks also vary in their use of language according to their social position and their educational background. The same speaker may also choose to vary his way of speaking according to the circumstances. The importance of spoken language is recognised, because, in terms of sheer quantity, more spoken than written language is produced.

*Important for guidelines - accents recognised - consider Scots in comparison with the Welsh situation - look into*

*Tie up with influence of England - consider how prevalent throughout whole of guidelines with particular reference to KAL*



## The Socio-linguistic Approach

This way of looking at language is the basis for a practical, systematic, and yet linguistically well-founded approach to the teaching of English and Scots in schools. It is not in conflict with the scientific spirit of the descriptive approach. It accepts all the facts about the varieties of language in use amongst English speaking communities, but it also recognises that not all forms of language are socially acceptable on all occasions. The key concept in using language is appropriateness. The really skilled user of English will use the kind of language appropriate to his audience, to the subject matter, to the medium and to his purpose. Some teachers have drawn the wrong conclusions when confronted with this approach to language. Some reject it entirely as undermining standards of correctness. Others misapply it by concluding that any kind of language is as acceptable as any other, no matter what the situation, but basically language exists as a form and is obviously accepted by some speakers and listeners in some contexts and therefore should be studied.

*Important for KAL and way that teachers view it - check up on INSET provision in this area and philosophy adopted*

*Difficult to deal with*

*What the HMI have used - influence of HMI to be explored here*

*Look up Cox on Cox - (p35) - influence of England*

*Dependent on age of teacher and background - consider approach to change*

c Building KAL into  
classwork

On no account should decontextualised language learning, which may be helpful to teachers, be employed in the teaching of children. We envisage that there are three ways in which teachers can work KAL into their teaching:

1 A teacher can seize on any opportunity to use any of the terms listed as appropriate for the age and ability levels of the pupils. This method has been termed "teaching by mention" (see Brown). The most obvious opportunities arise:

- when you are going over an individual's writing, prompting the pupil to reconsider how it is written and discussion of possible changes
  - when you are reading and discussing texts with individuals, a group or the whole class.
- By introducing terms in this way a teacher ensures that they are encountered in a meaningful context.

But teaching by mention cannot be enough for some terms. When you judge that a group of pupils is ready to understand, you should consider teaching a direct language lesson. The procedure could be:

*Examine INSET provision in this area - consider especially in context of commercially produced texts in primary - could be reason for resorting to grammar lesson?*

*Check reference*

*Is this possible in a classroom situation - even with groups?*

*Encourages whole class approach*

*But teachers using checklist approach - security again*

*Difficult with only one teacher - support?*

- consider the pupils' performance in reading, writing, listening and talking
  - pick out a topic in which individuals or a group could benefit from instruction
  - teach the topic for a few minutes, using anonymous examples from pupils' speech or writing, texts read in class or you own invented texts
  - have pupils write specifically paying attention to the new skill
  - discuss the results with individual pupils.
- Consider time and development work issues for all of these - good in theory but in practice?*

In choosing topics for direct lessons there should be no detailed analysis on language for its own sake. There should be no drills etc. What teachers should do is to find additional opportunities, ideally within an additional unit of work, in which the terms can be encountered again and reinforcement achieved in a meaningful way. Remember that the main aim behind KAL is to improve pupils' skills by making pupils more aware of how the forms of language vary according to purpose audience and topic.

*What is happening - in both primary and secondary - is the exact opposite - reasons for this must be explored in more depth*

*Again back to philosophy - key to it all*

2

In planning a topic or unit of work you could create opportunities to include specific KAL items. For instance, you might pick certain passages from a class novel for close reading because they give you the chance to study language matters of current concern in the other work of the class. The writing tasks that you set in a topic-based unit might have purposes and audiences which enable you to highlight certain language features.

*Applies more to secondary than to primary where units are used as main vehicle for delivery of the curriculum - consider in terms of commercially produced texts*

*What is actually happening in the secondary situation*

3

You can make an aspect of language into the main focus of a topic or unit of work. Language is an aspect of human behaviour becomes an object of study in itself. Of course, the natural place to start is with the pupils' own language and the language of their community: the way they themselves vary their language to suit the situation, the way they note adults doing the same. This takes right into dialect, slang, colloquialism, accent and many other KAL terms.

*Not done much in primary or secondary - look into*

*Look up Cox on Cox - (p59) - influence of England?*

*Take Nash submission to RDG1 into consideration here*

## APPENDIX 6:9

### **General outline of the contents of a Unit of Work, English Department, Clydesdale High School, 1992-1995**

A unit of work can be as long as six weeks - or even longer - or can be so brief as to be finished in one or two periods.

The following should apply to longer units of work:

- a statement of aims
- a list of contents
- detailing assignments by mode or outcome, whether for summative assessment, which purposes or strands are covered
- a balance of activities across Reading / Writing / Talking / **Listening** \*1
- specific opportunities for Reading and Writing assignments for Folio \*2
- **opportunities for homework**
- opportunities for Talk assignments involving both group discussion and individual talk
- notes on teaching strategies, where appropriate
- related close reading passages \*3
- Learning Support element which reinforces basic skills\*4
- language based work as appropriate
- extension-type work for pupils who complete a "core" with a degree of ease
- **pupil record card**

It is unlikely that every unit of work will cover every possibility above: however, in broad curricular terms, there should be material related to each of these suggestions

Deletions in May, 1992

- \*1 modes
- \*2 for summative assessment
- \*3 to be used either for formative classroom work or for summative assessment (if summative assessment desirable that is producing an effective "spread" of results and related to an appropriate standard)
- \*4 and also some assistance with summative assignments

Additions in May 1992

Listening  
opportunities for homework  
pupil record card

(Clydesdale High School, English Department Handbook,  
June, 1992)



# APPENDIX 6:10

Example of contents of a unit of work "The Turbulent Times of Tyke Tyler", English Department, Clydesdale High School

<u>Individual</u>	<u>Pair</u>	<u>Group</u>	<u>Whole Class</u>
3 - drawing	5 - word bank extension	6 - desert island - extension	1 - reading book
4 - imaginative writing	b - conversation - script	b - conversation - script	2 - Knowledge about Language - similes
5 - word bank	c - What happened? - script	c - What happened? - script	
5 - imaginative writing using word bank		f - Riddles to Unravel - talk	
6 - desert island			
7 - personal writing			
8 - talk			
a - character sketch			
c - What happened? - story			
d - design a book cover			
g - sequencing			
h - letter			
i - newspaper front page			
j - interview - an adult			
k - complete the word search			
l - complete a wordsearch or crossword			

# APPENDIX 6:11

## Position of review of Learning Support, Development Plan 1993-94 Clydesdale High School

<u>PRIORITY NO:</u>	<u>TARGETS</u>	<u>TIMESCALE</u>	<u>PERSONNEL</u>	<u>SUCCESS CRITERIA</u>	<u>REVIEW PROCEDURES</u>
1.1	Raise awareness of staff of the variety of methods of differentiation	Aug 1993	Learning Support staff Learning Support specialist EDS SMT	Staff confidence and understanding increased. Individual development needs identified	Evaluation of input
1.2	Provide active support for the development of skills in the area of differentiation by a programme on INSET	Sep - Dec 1993	As above	Staff skills improved in areas identified by them as requiring support. Increasing evidence of differentiation in use in the teaching areas if the school	Evaluation by interview / questionnaire / skills check list. Departmental submission to SMT. Observation
1.3	Produce and pilot differentiated materials in S1 English, Maths	Aug 1993 - Jan 1994 Feb - June 1994	English Staff Maths Staff Learning Support	Materials ready for use Feb 1994	Discussion and report to SMT

## APPENDIX 6:12

### **DEVELOPMENT PRIORITIES 1993-94, Clydesdale Primary School**

- 1 Implementation of Staff Development and Appraisal
- 2 Improve Parent-Teacher Consultation and Reporting\*
- 3 Integrate 5-14 Language into the Curriculum\*
- 4 Improve the provision of Environmental Studies
- 5 Integration of Every Child is Special into Curriculum
- 6 Integrate 5-14 RE into the Curriculum

\* 1992, 1993 Priorities

### PRIORITY 3 - Integrate 5-14 Language into the Curriculum

Target A - Review of current assessment and recording procedures in Language

Target B - Production of formats and materials in response to the review

Resources - 2 PAT (8, 10), 1/2 an INSET, 2 staff cover days

Working Group - AHT, 4 staff

Outcomes - New materials and procedures in place for April 1994

Review - Policy Review - whole staff - PAT (11)

(Strathclyde Regional Council, 1993b)

## APPENDIX 6:13

### MARCH 1988 - STAFF CIRCULAR No 5

#### ASSESSMENT/REPORTING POLICY DOCUMENT

##### Assessment and the Learning Process

1 Assessment should be an integral part of the teaching and learning process. Emphasis on what is assessed should move from content, in its traditional sense, to understanding and development of skills. Departments should exercise their professional expertise, in conjunction with the Standard Grade guidelines for their subject, when deciding upon those elements to be assessed (in S1 and S2).

Principal Teachers to submit a copy of elements to be assessed to AHT before 31st May each year.

##### S1-S4 Performance Targets

2 Departments should move towards a grading system which is criterion based, with performance targets for each grade point. Performance targets to be determined by each department. Principal Teacher to submit a copy of performance targets for each assessable element to AHT before 31st May each year.

##### Continuous Assessment

3 Departments should use pupil profiles that allow individual pupil progress to be carefully recorded from:

- a the first week in S1 until the last week of the S2 course
- b the first week of S3 until the SCE exams in S5

Pupil profiles can be complemented by class recording sheets to be used primarily in monitoring class progress.

Where teacher/class continuity is unattainable then pupil profiles/class record sheets must be passed on e.g. from teacher of 1A English to teacher of 2A English as the timetable moves on. August in S1 until May forms an uninterrupted educational and assessment continuum. Assessment intervals 13 weeks, 15 weeks, 16 weeks, 15 weeks.

##### Scope of Assessment

4 There should be a sampling of the assessable elements across the S1/S2 course so that a balance is achieved.

Copy of which element is assessed, and when, to AHT.

## Assessment and Learning Support

5 Diagnostic Assessment should be linked, where appropriate, to understanding the key concepts and to those elements in which summative assessments are to be made.

Learning support should provide pupils additional opportunities to achieve objectives. The degree of learning support provided could be a differentiating factor.

## Timing of Reports

- 6 S1 - End of November and April
- S2 - End of October and February
- S3 - December and May
- S4-S6 - January

All departments/subjects to report at the above times.

## Assessment Methods

- 7 S1 - Continuous Assessment
- S2 - Continuous Assessment
- S3 - Continuous Assessment and summative exams early May
- S4-S6 - Continuous Assessment and prelims of a standard equivalent to SEB
- NB Formal assessment for all pupils in S1- 4

## Departmental Assessment Policy

8 All departments to up-date their written policy on assessment, covering all year groups, to encompass this school policy document. Copy of new department policy to AHT. Each member of department must have a personal copy.

## Format of Report Grades

9 Reporting will be on a 1-7 scale, for S1-S4 pupils, in all subjects. The aim will be that Clydesdale High School's 1-7 should equate as closely as possible with the SEB's 1-7 scale, "0" grades, until they are phased out, Highers and CSYS will be compared with the SEB bands. It follows that prelims must closely reflect SEB standards and should be accurate predictors.

## Interim Arrangements

10 Courses in S3-S5 will be SCE, "O" Grades, Standard grades or school-based until all courses become Standard Grade (after 1990 when "O" Grades will be offered for the last time).

## Recording of Grades

11 Reporting to take place, in the first instance, on to master sheets in office by previously intimated deadlines. Principal Teacher, or nominated depute, responsible for setting department deadline for marking and accurate entry of all marks/grades. A comment sheet for each pupil will be located in school office, for class teacher entries. Comment sheets will be stapled to report card without any transcription by Guidance Staff, therefore it is important that comments are professional, sensitive and do not contradict the application grade.



## APPENDIX 6:14

### **Discussion of the problems of the assessment of the elements of Writing, Reading, Listening and Talking.**

#### Writing

In the assessment of the element of Writing, two of the main areas for concern are reliability and validity. Research into assessment has looked at reliability and validity, but predominantly this research has been addressed towards marker reliability and validity. Initially, however, in the light of the "Guidelines on English Language 5-14" (SOED, 1991a) it is these concepts in terms of task set which must be examined.

The writing assignment is the typical open-ended question, the extent to which the content and style of the writing response required is left entirely up to the teacher setting the task. In such a situation there are two inter-related problems; content sampling and task style (Macintosh, 1976).

The essence of the first problem lies in the relationship between the content of the assessment, the knowledge taught and the skills learned during the work which precedes the assessment. In theory, in the situation envisaged by the "Guidelines on Assessment 5-14" (SOED, 1991b, pp12-13) where assessment is to be totally continuous with teaching, it should be possible to assess the whole of the course content. However, many considerations make this impracticable and therefore, ultimately, there is only a selection from the work of the course used in the assessment (SOED, 1994a, p26). If assessment is to be a valid analogue of this work then teachers must develop some way of ensuring that its constituent parts do, in fact, test that knowledge and

those skills which the course was designed to impart and not just what is easiest to assess within it.

The problem of content sampling is a major one since there is an implicit inference that the results of one assessment can be regarded as being applicable to other assessments which, had they been set, might have used a different sample of questions. Jones and Bray (1986) suggest that evidence to support such inferences may be well furnished from current developments in assessment which are making use of the hierarchical arrangement of cognitive skills. To an extent this is what is happening with regard to the marking of writing within the context of National Testing (SOED, 1993b).

Writing open-ended questions which do produce an ideal response from pupils is one of the most difficult tasks for teachers. On the one hand there is the task which results in a great degree of similarity of response, and on the other the clever, elegant task which is so elliptic that pupils fail to see the point. Prior to the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) for many secondary teachers the end product of trying to avoid these two extremes was an external examination paper which was so bland that it failed almost completely to reflect the pattern, style and emphasis of their teaching. However, since the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) teachers, both primary and secondary, have come to realise that the more detailed and explicit the directions to the pupil, the more objective and reliable the measurements obtained from a writing task will be. This can be seen in the following examples of the same basic task:

### S1 Composition

Which of the following do you consider to be the most destructive and frightening:

an earthquake - a fire - a flood - a tornado

- a Either write a descriptive composition using the appropriate vocabulary to bring out these frightening and destructive forces.

#### OR

- b Write a factual account of the damage these forces can do.

(Clydesdale High School, English Department  
1985)

The difference in approach taken in the National Tests can be seen in this example:

#### EARTHQUAKE

Los Angeles  
22.4.1906

Dear Uncle and Cousins,

There has been a terrible catastrophe in San Francisco and it was my luck that I was not in it. I should have been there two days before the Earthquake but I was not finished with the work I was Foreman on and that delayed me, so the next day I heard all about this terrible disaster. I had a house and lot in San Francisco and was paying monthly for it and was nearly out of mortgage. I was scraping every cent to finish paying for it and sell it. I had several offers to sell it first. I thought to keep it and I might get more for it; I got offered five thousand dollars for it several times but now it is burnt to the ground and I, like thousands more have got to start life over again. I am writing this letter to you so that you can tell mother that I am not among the debris. Soldiers were shooting men down so that they would not be burnt to death; I am all broke up, but there is no use crying over spilt milk. Don't forget to let mother know that I am well and in good health.

From  
Dai

Instructions

You have spent some time talking about what it would be like to experience an earthquake.

Write a story about the day an earthquake hit your village. The story is for a magazine which is collecting information about the earthquake for its next edition.

Use the notes and headings on your Planning Page to help you to organise your story. Try to make it as clear and interesting as you can. Give your story a title.

(Earthquake, Language, Writing, Level E, OWN7E01A)

As with the format of the tasks set with regard to writing, the concepts of reliability and validity are inextricably linked when the position of the teacher as marker is examined. Much research has looked at how consistent a teacher as marker is and how he/she compares in his/her performance with others. Implicit in some of this has been the teacher's "validity" as a marker. If a writing task's validity can be described in terms of the degree to which it "measures well" what it is intended to measure (Satterly, 1981) then it is equally legitimate to talk of a marker's validity; the degree to which he/she "measures well" what the assessment system set out to measure. Research suggests that reliability and validity in such circumstances can be very difficult to achieve and this has been the cause for considerable concern with regard to the setting of levels and the marking of National Tests in Writing [PC 15].

The unreliability of writing attainment is compounded by the fact that a teacher may well assess a piece of writing very differently on two occasions (Spencer, 1979b). In addition, it is likely that teachers will disagree in their assessment of a piece of writing (a problem faced each year by the SEB). This problem is seen as being

exacerbated as a topic becomes more discursive and doubts have arisen as to whether reliability can ever be compatible with "uniqueness", the feature of much work in English (Adams, 1982). Moreover, "uniqueness" raises the issue of divergence and convergence in much English work (Jones and Bray, 1986; Entwistle, 1981). Important questions arise as to how far, and in what ways, is a particular teacher affected by divergences - the individuality of the work he/she is assessing, its "uniqueness" and how far, and in what ways, is he/she affected by convergence - notions of correctness and orderliness as priorities.

British and American research which has been carried out on teachers' value bases, has suggested that teachers tend to group together. Two schools of thought have been identified (Wiseman and Wrigley, 1958): those who valued the "imponderables" of vitality, freshness and fluency and those who tended to see the writer as "a craftsman able to show his skill whatever type of materials he works in". Additional evidence (Britton, 1963) suggests that teachers may well group towards valuing one end or the other of two poles. On the other hand, American research (Ebel, 1979) suggests that teachers tend to cluster in favouring certain criteria - ideas, form, "flavour", mechanics, wording - and that the cluster of criteria adopted by a teacher can affect the assessment, and in the case of CAS87 could affect the Level assigned. Another view (Deale, 1975) purports that "adequacy of writing" rather than of ideas affects the assessment of pieces of writing while it is also conceived as possible (Soloff, 1973) that lack of consonance between the writer's values and those of teacher (acting as assessor) on a topic may affect the grade. This view was also expressed by LATE (1981) who were concerned about how a teacher could react to experiences and attributes in an essay which were

unfamiliar to him/her and the potential for under or over assessing the work.

In spite of these anxieties, the notion of a teacher being affected by a pupil's values and ideas suggests that he/she is reading interactively, responding to more than the surface features of the language in front of him/her. It has been suggested (Marshall, 1960), that assessment in terms of the features of a piece of work which "float" to the teacher, that is his/her intuitions about the text, is the proper activity of an alert and sensitive teacher.

In the process of assessment, perhaps particularly when it is under pressure (as has been pointed out in 1994 by many bodies, including SOED who have been concerned with the increasing workload of teachers with regard to the implementation of the initiative CAS87), teachers, as assessors, can be affected by visual features at the expense of such aspects as organisation, fluency, appropriateness in terms of task and audience. This may be because the visual features are more immediately obvious, especially when they are flawed and because there is a greater degree of consensus about them than there is about what "coherence" or "clarity" or other much more global criteria may be.

Much of the research on this aspect of assessment comes from America and suggests that "non-content errors" could affect assessment quite powerfully. It was found (Scannell, 1966; Marshall, 1960) that teachers were particularly affected by errors of spelling and grammar, and that those teachers who were particularly "punitive" about spelling errors held strong views about spelling. They were members of the "mechanics" group. It is possible to argue that flaws of spelling, syntax and punctuation should be a clear feature of the assessment of writing since they are part of the complex means of



realising language on the page, although this does leave unexplored such matters as types and frequency of flaws and what has caused them - carelessness, commendable ambitiousness and so on.

What also gives cause for concern is the impact of handwriting. Research (Soloff, 1986; Briggs, 1980; Chase, 1968) has demonstrated the power of this surface feature in affecting assessment. Indeed there may be borderline areas in assessment in which this visual aspect of a piece of writing may be the major feature in deciding what it is worth. Disturbingly, for many years, this was a problem which was "professionally embarrassing" to acknowledge.

In accordance with the criterion-referenced philosophy of the assessment procedures advocated by the initiative CAS87, the SEB, in an attempt to help all teachers, but initially and primarily primary teachers who were administering and marking the National Tests in Writing, issued marking instructions (SEB, 1992). In these marking instructions, the SEB attempted to expand upon the criteria issued in the "Guidelines on English Language 5-14" (SOED, 1991a, pp18-19) and to give teachers a framework which they could use for marking the writing tests. Although it should be noted that these marking instructions are solely for use in connection with National Testing, it has become apparent that many primary teachers have adopted the strategies outlined and have applied them to the marking of classroom writing [PC 15]. While these marking instructions have attempted to rationalise, by giving detailed instructions on how to assess elements such as spelling and handwriting, they do not truly address the problems outlined above, and as a result classroom teachers still face coping with and attempting to find solutions to these inherent problems.

## Reading

The assessment of the element of Reading in an English syllabus has normally taken the format of a response to a text (either critical or imaginative) and close reading. In terms of assessment the problems associated with these two elements are very different and must therefore be analysed separately.

The response to a text, either imaginative or critical, is carried out by means of an extended written response and so has all of the characteristics and problems of assessment associated with extended pieces of writing. However, the element of close reading has many distinctive features and problems associated with its assessment procedures. It must be noted that in "Working Paper No 2 English Language 5-14" (SOED, 1990a, pp14-15) the following strands were specified:

- 1 Close Reading
- 3 Reading for Information

These two strands were "merged" into:

Reading to reflect on the writer's ideas and craft

in the final "Guidelines on English Language 5-14" (SOED, 1991a, pp16-17). This is significant because this implies that there is no specific strand for close reading. This causes problems because on the one hand it is looked upon by teachers as an integral part of literature and the teaching and discussion there of and on the other hand it is often assessed as if it was still a distinct strand.

In the case of close reading, most teachers, both primary and secondary, have come to recognise that the teaching of

language concepts is one of the most difficult of classroom tasks. An approach which consisted of a series of exercises (as in the case of primary schools) or a series of interpretations (as in the case of secondary schools) in which the pupils attempted to achieve grades/marks for their efforts has proved less than satisfactory. Problems arose because of the way in which such exercises were structured with a large number of questions concentrated on a relatively short passage (Pollitt, 1985). Highly skilled readers could cope with such exercises. They could recognise the writer's skill and the methods used to convey a message. In addition, they brought to passages of difficult prose a wide general knowledge acquired mostly through personal reading (SED, 1980). For pupils whose personal reading was restricted or non-existent, a close reading course which relied on traditional interpretation exercises represented a deprivation of the quantity of reading of quality prose which could help them with a multiplicity of concepts they could face. Often they became discouraged and set in a belief that they "could not [cannot] do interpretations" (SED, 1980, p24).

With the introduction of "S" Grade English (1985) in secondary schools and the "Guidelines on English Language 5-14" (SOED, 1991a) in both primary and secondary schools, there has been a distinct move to encourage and reinforce a classroom practice which provides courses in close reading which allow pupils to achieve mastery of as large a range of language concepts as their differing abilities can encompass (SOED, 1991a, pp16-17). At the same time it should give them access to the technical language they require to understand the questions set for them and make their responses.

One of the greatest problems with regard to the assessment of close reading is that of validity. While it is

meaningful to think of a text as having validity for the work of a course there is no way in which this content validity can be measured (Ebel, 1979).

Prior to the implementation of the "Guidelines on English Language 5-14" (SOED, 1991a) all pupils in S1 and S2, regardless of ability, sat the same close reading papers in an examination environment. Now, all pupils should be given the opportunity to experience close reading which is suitable for their ability level (SOED, 1991a, pp16-17). This has had an influence on the construct validity of the close reading passage particularly in terms of the language, that is the differential familiarity to pupils.

The experience of "S" Grade English (Hall, Fenwick and Black, 1994) has shown that there should a greater simplicity of tasks. This and the control of several different dimensions of difficulty should make close reading construction, and in turn assessment, more systematic since the demands of the question will be more clearly understood. The use of the "structured question", in which the information is given in two levels has moved towards this. The information is partly contained in the introduction (stem) to the question and partly in the sub-question:

Timothy seems to help and protect Philip.  
What are the two ways in which he does this?  
1. -----  
2. -----  
(Philip in the Storm, Language, Reading Level D,  
ORN7D13A)

Such questions are easily marked in comparison with the situation which existed in the old style interpretation questions. In this case, a teacher would have either to search amongst a mass of material for the specific points

for which marks could be awarded, or would judge the whole by subjective impression (Pollitt, 1985). The answers to a structured question are to be set out in a fixed pattern and sequence; each answer is of limited length and since each part question gives rise to one point or a very small number of points in the answer, a precise marking scheme can be used, thus increasing the objectivity of the assessment.

Another feature worthy of note is that as a result of the experience of "S" Grade (Hall, Fenwick and Black, 1994), teachers are now being encouraged to allow pupils to give their responses on the question paper itself and so are guided as to the amount they should write on each part. While it should be considered that some pupils, especially at Level E may find the limitation of space restrictive, in general, it is considered better to know approximately how much is expected in an answer. This format has been adopted in the National Tests in Reading.

The adoption of such questions, however, does not overcome a major problem in English comprehension - a matter of opinion. Teachers may well differ in their interpretations of words, phrases and indeed situations. This is in direct contrast with the situation which exists in Mathematics where there is only one correct answer to a problem. It is therefore not always easy for teachers to disentangle "facts" from opinions, and it is very naive to assume that all opinion can be eliminated from passages and questions. The best that can be hoped for is to reduce, to a minimum, differences of opinion through moderation procedures.

A form of question which is now used in close reading is the short answer question. This is at the opposite end of the spectrum from the essay question form used in writing. Short answer questions require exact answers,

include some guidance on the extent of the answer required, allow the pupil to supply the answer and can be grouped into two broad categories (Jones and Bray, 1986):

- 1 extended answer
- 2 insertion and completion

The extended answer version includes questions which require pupils to write a brief description, make a list etc.

Mrs McAllister is a baker. She cooks on a gas cooker in her bakery at the back of the shop. Her shop is lit by gas and in her bakery, there is a gas jet which she leaves on permanently.

Read the list of instructions given to the public and decide on three things that Mrs McAllister must do and three things she must not do to make herself and her bakery as safe as possible.

(An Aerial Raid, Language, Reading, Level E, ORI7E02A)

These questions are deceptively easy to set and usually difficult to mark with any degree of speed and consistency. This is due to the fact that there are many different variations and possible forms of the correct answer. In many cases questions presented in an extended answer form can be re-written to advantage in insert and completion form. This often results in the questions being clearer to the pupil and this, in turn, eases the task of the teacher as marker (Macintosh, 1974).

The commonest form of completion question is one where the pupil is required to add one or two words to complete an incomplete statement:



In these sentences there are three blank spaces. Write in each blank a word which you think fits. You can use your own words, or words from the passage.

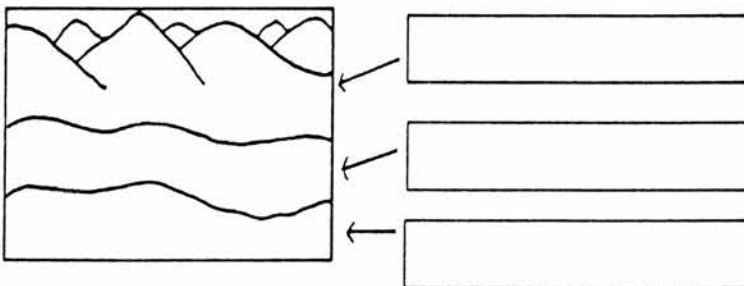
Astronauts wear spacesuits to protect their bodies:

1. The suit is ..... so that the astronaut can move about.
  2. The suit keeps the astronaut's body at the right ..... and ..... .
- (What Astronauts Wear, Language, Reading, Level D, OR1728A)

Where the missing words are in the body of the statement to be completed it is usually called an insert type (Jones and Bray, 1986). A completion type is when the words are required at the end of the statement (Jones and Bray, 1986). The use of insert or completion questions is not, however, theoretically limited to written statements and can be used to prepare extremely good questions based on incomplete maps, drawings, diagrams etc.:

Read the third section of the article again. Here is a diagram showing a mountainous region in China where Giant Pandas live. There are three areas mentioned in the article:  
Bamboo forests  
Farming land  
Rhododendron forests

Label each part, on the diagram.



(Pandas, Language, Reading, Level E, OR17E18A)

The use of such questions is now quite prevalent in the National Tests in Reading.

Short answer questions have four major advantages (Jones and Bray, 1986). Firstly, they allow for more objective marking by the teacher. In marking a short answer question a teacher can compare each answer with the required answer in a systematic way. It should be noted that this is not a claim that all short answers can be marked with extreme objectivity, but that their marking is usually more objective than the marking of long answers.

Secondly, short answer questions can be exploited in the interest of the condition of question-relevance. This condition requires not only that all the performances asked must be required performances in terms of the "Guidelines on English Language 5-14" (SOED, 1991a, pp16-17), but also that they should constitute a representative sample of them. A close reading paper consisting of short answer questions can be devised to meet that demand because it can contain a very large number of questions and so take the required performances from a great many areas of the topic. However, such a paper does not necessarily provide better sampling. It does not do so automatically, but the teacher who is sensitive to the need for good sampling can exploit a short answer exercise in close reading for that purpose.

Thirdly, a close reading exercise which includes short answer questions is likely to produce results of greater precision (Macintosh, 1976), that is with less sharing of marks, largely because so many single performances are asked for.

Fourthly, by means of item analysis, a teacher can determine the difficulty of each question for a particular level. This is directly attributable to the "S" Grade

English experience (Hall, Fenwick and Black, 1994). Item analysis is also concerned with discrimination. It would seem odd if certain types of question were answered correctly more often by pupils performing at Level C than pupils performing at Level E. Admittedly there is not necessarily anything fundamentally wrong with such a question: if the teacher's purpose requires it, it must be included. Nevertheless such a question would give the teacher cause for thought.

An innovation in the "S" Grade English Test of Close Reading was the use of objective items (Hall, Fenwick and Black, 1994). In general terms, an objective item is one which eliminates the subjective element in marking. This means, in practice, that the items require pupils to indicate or choose an answer and not write anything other than the required mark, usually a tick, on the answer sheet. There are three main types of objective items: multiple-choice, true-false and matching blocks and these have been utilised in close reading exercises and National Tests in Reading.

A multiple-choice item consists of three parts; a stem, a key and a number of distracters (Jones and Bray, 1986):

Complete each of the following sentences by underlining the one best answer.

Derek did not go into the shelter immediately because ...	his father was standing in his way
	he was scared of the dark
	he had fallen
	he was fascinated by the searchlights

(The Air Raid, Language, Reading, Level D, 0RN7D23A)

The key distracters together are often referred to as options. The stem can be either a direct question or an incomplete statement: the key is the correct answer and the distracters are plausible but incorrect answers. There are many varieties of multiple-choice questions, two of the most common being classification and assertion/reason (Hall, Fenwick and Black, 1994). The former offers economy of writing in some cases and when skilfully employed the latter can probe quite deeply into reasoning ability and understanding (Ebel, 1979).

As its name implies the basic true-false item requires the pupil to select either "true" or "false" as his/her answer. It is usually written in the form of a statement which the pupil must decide is either "true" or "false" or alternatively choose between other word pairs relating to the statement such as "can't tell". There are many possible developments on this theme. Often three "scaled answers" of this type can be useful but to go beyond five usually places too much burden on the pupil's memory in relation to the wording of the answer categories (Macintosh, 1974).

Here are some statements about Rush in the story. Decide whether they are True or False, or whether there is not enough evidence for you to decide. Tick the right box for each statement.

	<u>TRUE</u>	<u>FALSE</u>	<u>CAN'T TELL</u>
1 Rush had been to the theatre often before.			
2 Rush was delighted by the inside of the theatre.			
3 Rush expected Siegfried to have a beard.			
4 Rush enjoyed the opera so much that he didn't notice his discomfort.			
5 Rush already knew the story of the opera.			
6 Rush's friends had told him to visit the theatre.			
7 Rush was bored waiting for the performance to begin.			

(A Visit to the Opera, Language, Reading, Level E, 0RN7E17A)

Questions of this type have some advantages. They are easy to mark and the marking can be very consistent. Compared with multiple-choice questions, there can be a great many of them, and so that can provide even better sampling of the topic (Thyne, 1974). They can be easier to write because, in comparison with multiple-choice questions, the teacher does not have to invent plausible options. Moreover, for virtually all topics they can be relevant, because every topic demands knowledge of whether something is, or is not, so.

Nevertheless these questions have disadvantages. A great many statements are unequivocally true (or unequivocally false) only in certain contexts or based upon certain assumptions; whereas in a true-false question each

statement stands in isolation (Ebel, 1979). This may lead to a further disadvantage: in order to find statements which are unequivocally true (or unequivocally false), the teacher may be reduced to asking questions on what he/she may consider to be trivial (Ebel, 1979). A further common objection to the true-false questions is that they are testing no more than verbal memory, for example, the use of "quotes" from the text. In addition, it may not be educationally desirable to present pupils with assertions which are untrue (Entwistle, 1987).

Of all the criticisms made of true-false questions those relating to the probability of success by means of guessing are the most common and the most serious. The first distinction which needs to be made here is between blind guessing and informed guessing (Ebel, 1979). Blind guessing adds nothing but error to the score. Informed guessing, on the other hand, provides valid indications of achievement. The more a pupil knows, the more likely that informed guesses will be correct (Jones and Bray, 1986). The influence of blind guessing on close reading scores diminishes as the exercise increases in length (Jones and Bray, 1986). In addition, as has been shown (Jones and Bray, 1986; Ebel, 1979; Macintosh, 1974) the idea that reliable scores could not be obtained from true-false questions if they were seriously effected by blind guessing is not true.

The matching block format consists of two lists and the pupil is required to relate correctly one or more entries from one list with one or more entries from the other. The other major variety of matching block is generally presented as one list and the other list in a number of letters in alphabetical order representing a sequence:



Below are the names of five characters in the opera mentioned in the passage, and also a list of descriptions. Some of these descriptions fit the characters as they appear in this performance, and other do not.

<u>CHARACTERS</u>		<u>DESCRIPTIONS</u>
Siefried		1 very old and evil
Brunnhilde		2 huge and evil
Fafner		3 a fire-breathing monster
Wandered		4 pretending to be someone else
Alberich	6	5 young, slim and beautiful
		6 small and evil
		7 plump and cheerful
		8 playing the fool
		9 powerful-looking and a fine singer

Now match each character with its correct description by writing the number of the description which fits the character in the box. Alberich is done for you.

(A Visit to the Opera, Language, Reading, Level E, ORN7E17A)

In general, the commonest faults in all of the above forms of questions are irrelevance and triviality. The only certain way of avoiding both is to ensure that all questions are related to previously established course objectives and that they are used to assess something when it needs to be assessed and when the information gained can be used. These are the basic principles on which the "Guidelines on Assessment 5-14" (SOED, 1991b) are based.

From the above it can be seen that crucial to the whole process of close reading is the kind of questions which teachers ask. This is not new. What is new, however, is the articulation of the Guidelines (SOED, 1991a) with the levels of application of the reading skills of pupils at that stage.

The introduction of the Standard Grade English Test of Close Reading saw the introduction of "cut off scores": "passing" on such a test implied reaching some previously determined minimal acceptable performance. This has been carried forward to National Tests in Reading. The most acceptable procedure (Pilliner, 1979) is to base this "pass mark" on expert judgement of the items in the test. What should be done is to arrange the items in groups. In order to "pass" the pupil must provide acceptable answers to all the items in one group; to a smaller proportion of those in another; to a smaller proportion in another and so on. Consideration should be given to the characteristics of the items along two dimensions: relevance and difficulty (Pilliner, 1979). This is why rigorous pre-testing is carried out before the acceptance of a test for inclusion within the Catalogue of National Tests in Reading, a situation which the teacher cannot achieve in the classroom. This infers that any application of "cut off scores" to internally devised close reading exercises should be applied with great care.

The National Tests from which many of the above examples have been taken, should be examining good classroom practice.

### Listening

The implementation of the "S" Grade in English (1985) brought with it the introduction of two "new" modes of

assessment: Listening and Talking. Both of these skills were already part of good classroom practice but, as such, they had never been assessed as separate elements before. It must be noted that in 1989 the SEB dropped the separate assessment of Listening due to the problems which were encountered with the assessment of this element [PC 5].

Listening, however, appears as a separate element in the "Guidelines on English Language 5-14" (SOED, 1991a) due to the fact that the members of RDG1 were "totally convinced of the value of developing listening skills". In the light of the "S" Grade experience they were "acutely aware of important differences between this and the other elements, especially with regard to assessment." [RDG1 28/2/89].

In the assessment of this element, there is a lack of body of research and experience other than that of "S" Grade, and so the information contained in the separate strands (SOED, 1991a, pp12-13), has come to dictate the style and content of teaching and assessment in this area. This is unlike the situation which exists with regard to the elements of Reading and Writing where a reasonably creative tension exists between classroom practice and the strands of the "Guidelines on English Language 5-14" (SOED, 1991a). Since no objective outcome, such as an essay or even a taped talk, exists to be scrutinised, it is impossible to assess the element of Listening without relying upon either memory or the pupil's skill in other elements. The assessment of Listening is therefore inextricably linked to the assessment of other elements such as Talking, or Writing or Reading and with other skills such as manual dexterity, quick wittedness or creativity. It is this fact which has made the assessment of Listening both extremely difficult and unreliable.

Take, for example, the aural comprehension approach to the assessment of Listening. It was felt, initially, by many teachers, particularly at "S" Grade (Wallace, 1982; Ellis, 1981) and now with the initiative CAS87, that this is the only approach which held out hope for an assessment reasonably independent of other elements. It must be highlighted that this was the approach adopted by the SEB in "S" Grade and later abandoned in 1989. When teachers use this method to assess Listening they should be extremely careful not to place emphasis on the importance of memorising trivial details but on the fact that what is important in a message depends both on the purpose for which it is given and the purpose for which one listens to it. It would be incorrect to compare the process of answering questions to that involved in a close reading situation, since the written material is always there for the pupil to review; to allow such freedom of review in an assessment of Listening, quite apart from the practical problems, would be to falsify the normally transitory nature of the experience, thus constituting no real assessment of Listening skills. However the strand, Listening for information, instructions and directions, of the element of Listening notes that pupils should be able to:

LEVEL D

Listen to texts which contain items of information, instructions or directions and show that they understand and, where appropriate, can make a choice or decision based upon what has been heard.

(SOED, 1991a, p13)

without having free access to the message.

If the criteria for choosing the message is interest or relevance, there is a greater possibility of distortion since nothing can be equally interesting or relevant to all pupils. In addition, since every teacher knows, in the listening situation, concentration is heightened and

retention enhanced by interest and relevance (Entwistle, 1987) much of the results will depend on the fortuitous nature of the message chosen. This "interest factor" can also work against the pupil. A piece of information considered as unimportant by the teacher, may strike the pupil as important and can absorb his/her attention over the subsequent pieces of information. This, in turn, interferes with his/her intake of what the teacher does, in some cases arbitrarily, consider to be important. In addition, if the teacher is using a commercially produced tape to facilitate aural comprehension of this nature, the accent in which a message is spoken is of significance. Since the tape will require to be listened to by pupils in all areas of Scotland, a very neutral accent will be chosen to deliver the message and this can be viewed as leading to a situation in which the status of local accents could be eroded a situation which the "Guidelines on English Language 5-14" (SOED, 1991a, p67) have stressed should not happen:

#### Scottish Culture

The speech of Scottish people is often distinctive. It may display features of pronunciation and intonation which together constitute an accent. It may contain features of dialect, such as vocabulary, syntax, idiom and economies of expression ... and are part of the language children bring to school. The first task of schools is therefore to enable pupils to be confident and creative in this language and to begin to develop the notion of language diversity, within which pupils can appreciate the range of accents, dialects and languages they encounter.

Other items which should be taken into consideration with regard to the assessment of Listening centre on the variety of conditions in schools: size of room, its acoustics, external noise, internal noise, the hearing acuity of the pupils and their positions in the room. These are not mere trivia to be dismissed. Indeed they

highlight the fundamental difference between Listening and the other elements.

It was noted with regard to the assessment of Listening at "S" Grade that other subjects such as Modern Languages and Office and Information Skills test the ability of pupils to listen to information and messages. However, these subjects, unlike English was at "S" Grade and English now is in terms of the "Guidelines on English Language 5-14" (SOED, 1991a) are not assessing the overall listening ability as stated by the "Guidelines on English Language 5-14" (SOED, 1991a), without valid means and without genuine research in the area. Although Listening is inextricably part of the whole learning process and is, in fact, part of what is assessed in any measurements of a pupil's ability in the other three elements, it was recognised that at "S" Grade that for the purposes of assessment it could not be isolated from those elements and that "to have continued to do this would have been to falsify the nature of the mode and to undermine the whole assessment procedure" [PC 5]. However, it is interesting to note that teachers are now expected to do so in terms of the recommendations made in the "Guidelines on English Language 5-14" (SOED, 1991a).

### Talking

The formal assessment of Talk was introduced into the English curriculum with the introduction of "S" Grade in 1985 in recognition of the importance which spoken English now plays in today's society as was stated in the Bullock Report (DES, 1975, p27):

A priority objective for all schools is a commitment to the speech needs of their pupils.



Since then, in secondary schools in particular, the assessment of this element has gained in credibility since, as was pointed out as early as 1966 that:

Testing oral English will tend to raise the status of the subject, for a subject that is tested is inevitably considered more important than one that is not. The real value of a spoken English test lies not in the piece of paper the successful candidate receives, but in the effect its institution has on the teaching and learning of spoken English. It can become a focus for the pupil's work, an end towards which to strive and a powerful motivating force, for nothing gives an edge to practical training as practical examination.

(Hitchman, 1966, p72)

To a greater extent than the assessment of other elements, oral assessment can be directed at specific skills. Resultantly, the methods used on occasions are highly artificial. Before examining some specific areas, one general point requires to be emphasised: that oral assessment involves the teacher more directly in the assessment process than the assessment processes utilised for the assessment of other elements. While it could have been perfectly possible, both at "S" Grade and in terms of the initiative CAS87, to have people from outside the school to come in to assess pupils' performances in this element, it is far more natural, and less time consuming, for the pupils' own teacher to be involved. Under such circumstances the principle concern of the external agency at "S" Grade, the SEB, was to carry out a sample moderation in order to establish and maintain comparable standards between schools. In terms of the initiative CAS87, however, due to the fact that Talk is not tested at a National level in the same way as both Writing and Reading are, no external moderation of assessment of Talk takes place within schools.

The strands and attainment targets for Talk in the "Guidelines on English Language 5-14" (SOED, 1991a, pp14-15) suggest three main areas for assessment; technical excellence, ability to communicate and the "human factor". Under technical excellence, there are attainment targets such as clarity of enunciation, pace of delivery, intonation and extent and range of vocabulary. Under ability to communicate there are attainment targets such as the ability to follow, develop, contribute and be aware of others in a group discussion and the ability to convey ideas to another person in an orderly, clear and coherent manner. Under the "human factor" there are attainment targets such as the natural flow of ideas, signs of originality and sincerity and audience awareness. It should be noted that it is not always easy to decide under which strand to place which particular attainment target because no matter how precise the "Guidelines on English Language 5-14" (SOED, 1991a) are, there remains a degree of generality in most attainment targets with regard to Talk until they are specifically tied down to a particular individual or group of pupils and a particular topic. It should be highlighted that the phrases used to describe the attainment targets are open to differing interpretations in the light of different types of assignments. The problem which occurs in such circumstances is related to the weighting which is given to each particular attainment target within each strand and level. No advice is given in the "Guidelines on English Language 5-14" (SOED, 1991a) with regard to this matter. Weighting ought to reflect the views held about the teaching of the element by those who decide what that weighting should be (Macintosh, 1976). A heavy weighting given to technical excellence, for example, should not only reflect, but be reflected in, a different approach to the teaching of the element, as compared with a heavy weighting upon the ability to communicate in a lively and interesting manner.

The area of the "human factor" presents particular difficulties as far as the determination of weighting for assessment is concerned. For many teachers it is the most important area of all, but it is highly subjective and difficult to define. In real life, for instance, different people have different senses of humour and people are affected by this. This area of attitudes, the affective domain of Bloom's Taxonomies (Macintosh, 1976), is one in which the requirement of reliable assessment may be at odds with outcomes of the curriculum which teachers think to be of great importance. It must be highlighted that the assessment of attitudes has aroused great debate since the introduction of "S" Grade, because it raises not only issues of practicality, but also those of propriety. Even if teachers can carry out assessment in this area, many teachers stated that they should not do so and, in particular, results of such assessment should not be used at a national level as they are at "S" Grade. On the other hand, if teachers do not assess in this area, they cannot justify, in practice, many of the curriculum aims connected with the area of "human experience" [PC 5]. In the last resort, the decision is a personal one for individual teachers, but it should be noted that it is one which it is easier to say no to if the techniques of assessment are unfamiliar. However, in addition to being a reflection of the relative importance attached to the skills being discussed and assessed, the weighting should itself be reflected in the techniques used to assess them and in the time allocated to each part of the assessment.

The problem of artificiality is the greatest problem associated with the assessment of language, both mother tongue and foreign, although it is more acute in the case of latter (Johnston, 1987). Initially, the experience of Talk at "S" Grade, showed that the main reason for the difficulty which most sixteen year olds had in sustaining a free-flowing conversation within the kind of framework

imposed by assessed courses of study was because it was so artificial [PC 5]. This is as much a criticism of the course of study as it is of the methods of assessment. This difficulty, initially caused the approaches to oral assessment to oscillate between the extremes, the one relatively unstructured and the other highly structured. The "Guidelines on English Language 5-14" (SOED, 1991a), have avoided this situation due to the number of strands and attainment targets which exist with regard to Talk. In general, the emphasis is towards a structured approach as can be seen by the use of phrases such as "Tasks should have clear, identifiable objectives ... emphasis will be given to making notes and ordering these into sequences", and "Introductions and conclusions will be used in relation to planning and delivery of more formal talk" (SOED, 1991a, pp32-35). In such circumstances, a skilled teacher can use such frameworks to permit flexibility and thus enable pupils to show themselves to the best advantage.

There are major problems in the assessment of group work in the area of Talk. There are really only two realistic approaches to the assessment of group discussion. The first is to involve the whole group, both pupils and teacher, in the assessment process. The second is to involve a number of different people in assessing the group. These assessors could each either be allocated an individual within the group, or a particular attainment target to assess. If it were an individual then the judgement would be made about the individual upon an agreed range of attainment targets. If it was a skill then the performance upon that skill would be assessed for all the individuals in that group.

These procedures could be used with either live or recorded discussion. If a recording is used it should be a video recorder as a tape recorder would reveal little of

the subtleties of group interaction which, while they may complicate the process of assessment, are an essential element in the dynamics of discussion as is stressed in the "Guidelines on English Language 5-14" (SOED, 1991a, pp32-35) by the use of phrases such as:

They [pupils] should be made aware of non-verbal aspects, such as eye contact and gesture, and also of the ways in which accent and dialect can cause listeners to react differently.

No mention has been made of accent. Oral assessment is not an elocution test and regional characteristics ought not to be penalised so long as they do not inhibit comprehension. It should be remembered that what is being assessed is oral competence and the pupil has to be assessed on this.

Throughout the process of assessment of oral skills, emphasis should be placed on definition and control. Without definition, assessment of such skills is impossible; without control, it is unreliable (Macintosh, 1976). Definition and control are not, however, intended to be restrictive influences upon teaching, and as has been stressed in the "Guidelines on English Language 5-14" (SOED, 1991a) much thought and attention to detail must be devoted to the construction of the assessment task if valid and reliable assessment is to take place with regard to this element, and indeed all other elements within the initiative CAS87.

The introduction of the "S" Grade course and the development of National Certificate courses in Communications have resulted in a situation in which the oral skill of talking now occupies a more prominent place than it did in the teaching of English at all stages in the secondary school. Due to the fact that this new emphasis has not been accompanied by an increase in the total time available for English Language in the

curriculum, teachers have required to modify and clarify their approaches to the teaching and assessment of this skill (SOED, 1992b, par. 5.1, p25).

As a result of the introduction of Talk in "S" Grade much of the INSET training in the following years was concerned with this element. It must be highlighted that the SEB were very much aware of this fact and consciously used, and indeed have continued to do so, the process of the moderation of Talk in school as a means of INSET training. The importance of this process in the establishment of good practice in this area was highlighted in the HMI Report "Effective Learning and Teaching of English in Secondary Schools" (SOED, 1992b, par. 5.18, p31), although there is now concern about the fact that the number of these visits is being reduced:

The Board has also conducted an annual moderation procedure involving every English department in a visit from a moderator who uses further video materials to brief teachers on the standards set by the GRC. The scale of these moderation visits, which have proved a valuable form of staff development, has now been reduced on the grounds that teachers have become more familiar with the process of assessment. Given that talking is a substantial component of the Standard Grade assessment, the effects of reduced levels of moderation should be kept under review.

(SOED, 1992b, par. 5.18, p31)

It is therefore clear that the SEB has had an important role to play in the assessment of Talk and should continue to do so.



**APPENDIX 6:15**

Tabular format of criteria for assessment of Writing (S1, S2), Clydesdale High School, 1990

<u>NAME</u>		<u>CLASS</u>	<u>ASSESSMENT</u>		<u>SESSION</u>
<u>GRADE 1</u>	<u>GRADE 2</u>	<u>GRADE 3</u>	<u>GRADE 4</u>	<u>GRADE 5</u>	<u>GRADE 6</u>
Writes with sparkle; full development of subject; correct varied; correct vocabulary and sentence structure; writes correctly and vividly in first draft.	Very good writing; good vocabulary and sentence structure; correct spelling; lacks sparkle; correct in first draft.	Good composition; obeys instructions; monotonous but correct sentence structure and vocabulary; little imagination; some technical weaknesses in first draft.	Fair composition; little imagination; first draft showing technical weaknesses.	Technically weak; no imagination; fails to use full stop (though if punctuated it would be in sentences); fails to grasp requirements of subject and genre; first draft very weak.	Fails in all departments; even with help only a few sentences on the subject (NB this pupil requires constant remedial help)
<u>GRADE</u>					
<u>COMMENTS</u>					

# Appendix 6:16

Tabular format of criteria for assessment of Writing (S1, S2), Clydesdale High School, 1991

<u>NAME</u>	<u>CLASS</u>	<u>ASSESSMENT</u>	<u>SESSION</u>
<u>GRADES - 1,2</u>		<u>GRADES - 3,4</u>	<u>GRADES - 5,6</u>
(Very) Good Writing (Fully) appropriate to purpose of task	(Mostly) Effective Writing (Fairly) appropriate to task	Partly Effective Appropriate at Times	
<u>1</u> Very clear. Sense of style varied. Full development. Correct. Vivid.	<u>2</u> Clear. Competently developed. Correct. Appropriate	<u>3</u> Straightforward. Satisfactory development, though possibly lacking in imagination. Mostly correct, with some minor weaknesses.	<u>4</u> Effective but dull at times. Fair development. Correct, but number of technical weaknesses.
		<u>5</u> Simple development. Can be understood, but problems with technical weaknesses.	<u>6</u> Some development. Understanding affected by technical weaknesses.
<u>GRADE</u>			
<u>COMMENTS</u>			

APPENDIX 6:17

Task and assessment label for Writing (S1, S2), Clydesdale High School, 1992

NAME

CLASS

SESSION

WRITING ASSIGNMENT - S1/S2

FUNCTIONAL

PERSONAL

IMAGINATIVE

TASK

COMMENT

WHAT NEXT?

Next time you tackle work like this be very careful about the following:

Punctuation

Spelling

Length

Sentences

Paragraphing

Expression

Presentation

**APPENDIX 6:18**

Criteria for assessment of Writing (P7), Clydesdale Primary School, 1992

**WRITING**

**NAME**

**DATE**

**TASK**

<b><u>Area</u></b>	<b><u>Comment</u></b>
Content	
Structure	
Punctuation	
Paragraphing	
Spelling	
Handwriting/Presentation	

APPENDIX 6:19

English Language extract from Report Sheet, Clydesdale  
Primary School, 1992-93

REPORT SHEET

PUPIL:

CLASS:

DATE:

Key to symbols used:

L = Little experience	1 = Pays close attention
U = Uncertain	2 = Attentive
C = Competent	3 = Easily distracted
F = Firm grasp	4 = Distracts others

LANGUAGE ARTS

1 2 3 4

Reading: Oral

L U C F

Comprehension

L U C F

Listening

L U C F

Spelling

L U C F

Handwriting

L U C F

Reading attainment level

Spoken Word

L U C F

Written Word

Personal

L U C F

Functional

L U C F

Imaginative

L U C F

APPENDIX 6:20a

Tabular format of criteria for assessment of Reading (S1, S2), Clydesdale High School, 1990  
Imaginative Response

<u>NAME</u>		<u>CLASS</u>	<u>ASSESSMENT</u>			<u>SESSION</u>
<u>GRADE 1</u>	Appropriate tone and content from original. Stylish. Full development. Relevant. Well structured.	<u>GRADE 2</u> Content and tone relevant to original. Clear. Competent development.	<u>GRADE 3</u> Content relates to original. Straightforward development with some minor weaknesses.	<u>GRADE 4</u> Limited relation to original. Fair development with number of technical weaknesses.	<u>GRADE 5</u> Little or no relation to original. Simple development, but problems with technical weaknesses.	<u>GRADE 6</u> No connection with original. Some development but understanding affected by technical weaknesses.
<u>GRADE</u>						
<u>COMMENTS</u>						



**APPENDIX 6:20b**

Tabular format of criteria for assessment of Reading (S1, S2), Clydesdale High School, 1990  
Critical Response

<u>NAME</u>		<u>CLASS</u>	<u>ASSESSMENT</u>		<u>SESSION</u>
<u>GRADE 1</u>	<u>GRADE 2</u>	<u>GRADE 3</u>	<u>GRADE 4</u>	<u>GRADE 5</u>	<u>GRADE 6</u>
Good knowledge of text. Understands main ideas well. Displays understanding of character, relationship, theme. Good use of textual evidence. Relevant, well organised.	Satisfactory knowledge of text. Satisfactory understanding of main ideas. Some understanding of character, of character, relationships, theme. Relevant use of textual evidence. Mostly relevant. Organised with minor flaws.	Acceptable familiarity with text. Full knowledge of content, some knowledge of main ideas, towards character, relationships, theme. Some use of textual evidence. Perhaps pedestrian, but attention to purpose.	Some familiarity with text. Basic grasp of content and main ideas. Attention to purpose limited. Uneven.	Limited familiarity with text. Little grasp of content or main ideas. Only meets purpose briefly. Implicit.	No familiarity with text. No grasp of content. Does not meet demands of purpose.
<u>GRADE</u>					
<u>COMMENTS</u>					

**APPENDIX 6:21**

Tabular format of criteria for assessment of Reading (S1, S2), Clydesdale High School, 1991

<u>NAME</u>		<u>CLASS</u>	<u>ASSESSMENT</u>		<u>SESSION</u>
<u>GRADES - 1,2</u> (Very) Effective (Fully) appropriate to purpose of task		<u>GRADES - 3,4</u> (Mostly) Effective (Fairly) appropriate to task		<u>GRADES - 5,6</u> Partly Effective Appropriate at Times	
<u>1</u> Knows text very well. Good understanding of main ideas. Refers to text in detail. Personal or imaginative response sensitive and controlled. Effective use of critical terms. Fulfills demands in organised way.	<u>2</u> Knows text well. Satisfactory understanding of main ideas. Can use textual detail. Personal or imaginative response shows some insight. Uses simple critical terms in limited way. Pedestrian but sticking to purpose. Use of critical terms accurate. Relevant with minor flaws.	<u>3</u> Acceptable familiarity with text. Can make full description of content. Personal or imaginative response shows some insight. Uses simple critical terms in limited way. Pedestrian but sticking to purpose.	<u>4</u> Familiar with text. Can describe content/main ideas adequately. Personal or imaginative response on simple level. Uses simple critical terms, sometimes mistakenly. Response can be dull and uneven.	<u>5</u> Some familiarity with text. Basic grasp of content. Some awareness of main ideas. Personal or imaginative response inadequate. Some implicit understanding of critical terms. Rarely meets demands of assignment.	<u>6</u> Limited knowledge of text. Little grasp of content. No awareness of main ideas. Personal or imaginative response inadequate. Little or no understanding of critical terms. Only meets demands very briefly/implicitly.
<u>GRADE</u>					
<u>COMMENTS</u>					

APPENDIX 6:22

Task and assessment label for Reading (S1, S2), Clydesdale High School, 1992

NAME

CLASS

SESSION

READING ASSIGNMENT - S1/S2

- 1 Close Reading
- 2 Reading for Information
- 3 Review of Reading a critical  
b imaginative

TASK

COMMENTS

WHAT NEXT?

Next time you tackle work like this, be very careful about the following:

CLOSE READING

Read questions carefully.  
Presentation.  
Note down numbers  
  
Use your own words.

READING FOR  
INFORMATION

Read questions carefully.  
Presentation.  
Note down reference numbers.

REVIEW OF READING

Read questions carefully.  
Presentation.  
Quotations would be useful.  
Length.

Your thoughts and feelings.

**APPENDIX 6:23**

English Language Report Sheet, (S1, S2), Clydesdale High School, 1993

**ENGLISH DEPARTMENT**

NAME: ..... CLASS: .....

TEACHER: ..... SESSION: .....

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**READING**

---

**WRITING**

---

**TALKING AND LISTENING**

---

**EFFORT**

---

**APPENDIX 6:24**

**Tabular format of criteria for assessment of Listening and Talking (S1, S2), SCCC, 1992**

**LISTENING AND TALKING**

NAME: .....

CLASS:.....

DATE: .....

TASK:.....

<b><u>LISTENING</u></b>			<b><u>TALKING</u></b>
Listening for Information, Instructions and directions			Conveying Information, Instructions and directions
Listening in groups			Talking in groups
			Talking about experiences, feelings and opinions
Listening in order to respond to texts			Talking about texts
Awareness of genre			Audience awareness
Knowledge about language			Knowledge about language

Criteria for assessment of Listening and Talking, 5-14 Development Unit, 1993

Name \_\_\_\_\_

Group talk

	Level A	Level B	Level C	Level D	Level E	Date	Comment
Talking and listening in groups	With some help, makes at least one reasonable statement during the group activity.	In group discussions or activities: • makes some suggestions • makes a comment on someone else's suggestion • takes turns in talking, using equipment etc.  Some help from the teacher may well be necessary to elicit these behaviours.	Shows a sense of purpose in group discussions and activities by, for example: • asking questions • answering questions • responding to suggestions from others.	Shows a strong sense of purpose in group discussions and activities by, for example: • asking questions • answering questions • responding to suggestions from others • supporting others • offering alternatives.	In group discussions and activities, shows a strong sense of purpose and awareness of others by, for example: • asking questions • answering questions • responding to suggestions from others • supporting others • offering alternatives • showing awareness of others' feelings.		
Talking about texts	Can complete a simple statement such as 'The best bit of the story was.....'	Can make a simple statement about why they liked a part of the text or a character in it, or can say which of two texts they preferred.  Listens to other group members' statements.	Can make a straightforward comparison between own attitudes and those of characters in a range of texts.  Responds to the comments of other group members.	Can talk about a wide range of texts.  Can give a personal response to more complex feelings and attitudes of characters.  Makes relevant responses to the comments of other group members.	Can talk about a wide range of texts.  Can give a personal response to more complex feelings and attitudes of characters.  Can discuss characters' viewpoints and author's attitude.  Makes relevant responses to the comments of other group members.		
Audience awareness	Can be heard clearly within a relaxed and supportive environment.	Talks clearly and audibly within the group.	Talks clearly and audibly.	Talks clearly and audibly.  Talks at a pace suitable to the audience.	Talks clearly and audibly.  Shows an appropriate sense of pace and tone.		



## Criteria for assessment of Listening and Talking, 5-14 Development Unit, 1993

Pupil's name \_\_\_\_\_

## Group Talk

- = Clearly satisfactory at this level  
 • = Satisfactory at this level  
 • = Not satisfactory at this level

	Level A			Level B			Level C			Level D			Level E			1 2 3		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
Talking and listening in groups	With some help, makes at least one reasonable statement during the group activity.			In group discussions or activities: • makes some suggestions • makes a comment on someone else's suggestion • takes turns in talking, using equipment etc.  Some help from the teacher may well be necessary to elicit these behaviours.			Shows a sense of purpose in group discussions and activities by, for example: • asking questions • answering questions • responding to suggestions from others • supporting others • offering alternatives.			Shows a strong sense of purpose in group discussions and activities by, for example: • asking questions • answering questions • responding to suggestions from others • supporting others • offering alternatives • showing awareness of others' feelings.			In group discussions and activities, shows a strong sense of purpose and awareness of others by, for example: • asking questions • answering questions • responding to suggestions from others • supporting others • offering alternatives • showing awareness of others' feelings.					
Talking about texts	Can complete a simple statement such as "The best bit of the story was...."			Can make a simple statement about why they liked a part of the text or a character in it, or can say which of two texts they preferred.  Listens to other group members' statements.			Can make a straightforward comparison between own attitude and those of characters in a range of texts.  Responds to the comments of other group members.			Can talk about a wide range of texts.  Can give a personal response to more complex feelings and attitudes of characters.  Can discuss characters' viewpoints and author's attitude.  Makes relevant responses to the comments of other group members.			Can talk about a wide range of texts.  Can give a personal response to more complex feelings and attitudes of characters.  Makes relevant responses to the comments of other group members.					
Audience awareness	Can be heard clearly within a relaxed and supportive environment.			Talks clearly and audibly within the group.			Talks clearly and audibly.			Talks clearly and audibly.  Talks at a pace suitable to the audience.			Talks clearly and audibly.  Shows an appropriate sense of pace and tone.					

LEVEL

## APPENDIX 6:26

Extract from "Oracy 5", Unit 10, The Story of Anne Frank

### The Story of Anne Frank

READER: This is the listening passage for Unit 10 of Oracy 5. Today you are going to hear the true story of a girl called Anne Frank. So please open your books at page 20.

#### Page 20

- MUSIC -  
- MARCHING FEET -

NARRATOR: Anne Frank was born on the 12th June 1929 in the German city of Frankfurt. Her sister, Margot had been born in 1926. Edith and Otto Frank, their parents were Jews.

Anne and her family were happy enough until Hitler became the ruler of Germany in 1933. The Nazis, led by Hitler, blamed the Jews for many of Germany's problems, so they passed laws against the Jews, which made life more and more difficult for the Frank family. Anne's father decided that it would be wise to leave Germany before things became even worse. So Mr Frank started a business in Amsterdam in Holland, and the family moved there.

In Amsterdam Anne led an active, carefree life. She and her sister had lots of friends, and the Franks went on many happy family excursions. But then, in September 1939, when Anne was ten years old, came the beginning of World War Two. In May of the following year, the Germans invaded and occupied Holland.

At first life was not too bad for Anne and her family, for many kind people in Amsterdam did all they could to protect the Jews, and especially Jewish children, from the anti-Jewish laws that were being introduced.....

- MUSIC -  
- MARCHING FEET -

READER: And now we'll have some questions about what you have heard. So have your answer form ready.

- PAUSE -

First you'll hear the question, with three possible answers after each question. After each answer there'll be a letter, A, B or C. You have to decide which answer is the best one and write down the letter that comes after it. So listen carefully, and try to pick out the best of the three answers. Then write down its letter. Ready ?


- PAUSE -

Question 1: How many people were there in the Frank family?  
Three A  
Four B  
Eight C

- PAUSE -

Question 2: Why did the Frank family leave Germany?  
Because they wanted to live in Holland. - A  
Because Mr Frank had a business in Amsterdam. - B  
Because the Germans were passing laws that made life difficult for Jews. - C

- PAUSE -



## Listening Answer Form


Name \_\_\_\_\_

Age \_\_\_\_\_ Class \_\_\_\_\_

School \_\_\_\_\_

	Questions									How many correct
	1	2	3	4	5	6	7	8	9	
Unit 1										
Unit 2										
Unit 3										
Unit 4										
Unit 5										
Unit 6										
Unit 7										
Unit 8										
Unit 9										
Unit 10										
Unit 11										

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Progress Chart

Name \_\_\_\_\_

Age \_\_\_\_\_ Class \_\_\_\_\_

School \_\_\_\_\_

Date											
Unit	1	2	3	4	5	6	7	8	9	10	11
9 right											
8 right											
7 right											
6 right											
5 right											
4 right											
3 right											
2 right											
1 right											
Impression score for speaking											

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**APPENDIX 6:28a**

Tabular format of criteria for assessment of Talk (S1, S2), Discussion, Clydesdale High School, 1990

<u>NAME</u>		<u>CLASS</u>	<u>ASSESSMENT</u>		<u>SESSION</u>
<u>GRADES - 1,2</u> (Very) Effective talk (Fully) Appropriate to task		<u>GRADES - 3,4</u> (Mostly) Effective Talk (Fairly) Appropriate to task	<u>GRADES - 5,6</u> Partly Effective Appropriate at times		
<u>1</u> Very effective contributions. Takes account of others. Confident. Tactful, appropriate language and expression. Consistent in quality.	<u>2</u> Relevant contributions Controlled. Remembers others. Sound language and expression. Generally consistent quality.	<u>3</u> Straightforward Adequate contributions. Remembers situation and task. Quality sufficient.	<u>4</u> Generally effective but weak at times. Some contributions. Attention to situation and task just sufficient. Expression just adequate.	<u>5</u> Few contributions with number of weaknesses. Some attention to situation. Poor and inappropriate expression.	<u>6</u> Attempts to contribute. Willing, but little awareness of language or expression.
<u>GRADE</u>					
<u>COMMENTS</u>					

APPENDIX 6:28b

Tabular format of criteria for assessment of Talk (S1, S2), Individual, Clydesdale High School, 1990

<u>NAME</u>	<u>CLASS</u>	<u>ASSESSMENT</u>			<u>SESSION</u>
<u>GRADES - 1,2</u>		<u>GRADES - 3,4</u>			<u>GRADES - 5,6</u>
(Very) Effective Talk (Fully) Appropriate to task		(Mostly) Effective Talk (Fairly) Appropriate to task			Partly Effective Appropriate at times
<u>1</u> Very clear. Confident. Language and expression appropriate to audience and task. Consistent in quality.	<u>2</u> Clear. Controlled. Sound use of language and expression. Remembers audience and task. Generally consistent quality.	<u>3</u> Straightforward. Adequate language and expression. Awareness of audience and task.	<u>4</u> Generally effective but dull at times. Attention to content and language. Some awareness of audience. Expression just adequate.	<u>5</u> Sufficient content though some weaknesses. Inaccurate language. Some attention to audience and expression.	<u>6</u> Gets across some ideas Some of these are relevant. Little awareness of language. Poor expression.
<u>GRADE</u>					
<u>COMMENTS</u>					

APPENDIX 6:29a

Format for self-assessment of Talk (S1, S2), Discussion,  
Clydesdale High School, 1991

DISCUSSION - SELF ASSESSMENT

NAME: ..... CLASS: .....

DATE: ..... ASSIGNMENT: .....

- 1 I spoke often / quite a few time / rarely/ not at all  
in today's discussion.
- 2 I contributed some good ideas to today's discussion.
- 3 I spoke to agree with .....
- 4 I spoke to disagree with .....
- 5 I made some long/ short contributions.
- 6 I asked ..... question/s in today's discussion.
- 7 I found it easy / difficult to take part in today's  
discussion because .....
- 8 I felt confident / sometimes unsure / shy in today's  
discussion.
- 9 I interrupted someone ..... time/s in today's  
discussion because .....
- 10 My attention never / sometimes/ always wandered during  
today's discussion.
- 11 I thought today's discussion was ..... because  
.....
- 12 During the next discussion, I am going to try to  
.....

**APPENDIX 6:29b**

Format for self-assessment of Talk (S1, S2), Individual,  
Clydesdale High School, 1991

**SOLO TALK - SELF ASSESSMENT**

**NAME:** ..... **CLASS:** .....

**DATE:** ..... **ASSIGNMENT:** .....

Feelings about performance:

- ✓ happy  
x unhappy

<b><u>TO BEGIN</u></b>	
Was I clear about the purpose of my Talk?	
Was I clear about the needs of my audience?	
<b><u>PLANNING</u></b>	
Did I research my topic thoroughly?	
Did I select only relevant material?	
Did I take notes in my own words?	
Did I identify any useful visual / oral / printed examples?	
<b><u>PREPARATION</u></b>	
Did I organise my materials in a logical structure (including examples)?	
Did I use Notes and Headings for my Talk?	
Did I have a rehearsal of my Talk?	
Did I revise weak areas of my Talk as a result of the rehearsal?	

<b><u>PRESENTATION</u></b>	
Did I speak loudly enough?	
Did I speak clearly enough?	
Did I speak at the right speed?	
Did I emphasise some words?	
Did I pause at any time?	
Did I outlined the purpose of my Talk?	
Did I establish eye contact with the audience?	
Did I respond to audience reaction?	
Did I fidget while I was speaking?	
Did I read a prepared speech?	
Did I try to link the different sections of my Talk?	
Did I ask for questions at the end?	
Did I try to involve my audience during my Talk?	

## APPENDIX 6:30

### **"Talkabout: Oral Skills in Context" (Corden, 1988) - Exercise 44 - Motorway**

The Ministry of Transport needs to build a new motorway.

The surveyors have provided the Ministry with the following three possible routes:

#### Route A

The longest and most expensive route, diverting the motorway to the west of Lawstown. Three large flyovers are needed and steep gradients may result if this route is chosen. Little property will be affected, but this is an area of great beauty and is the habitat of wildlife and rare plants.

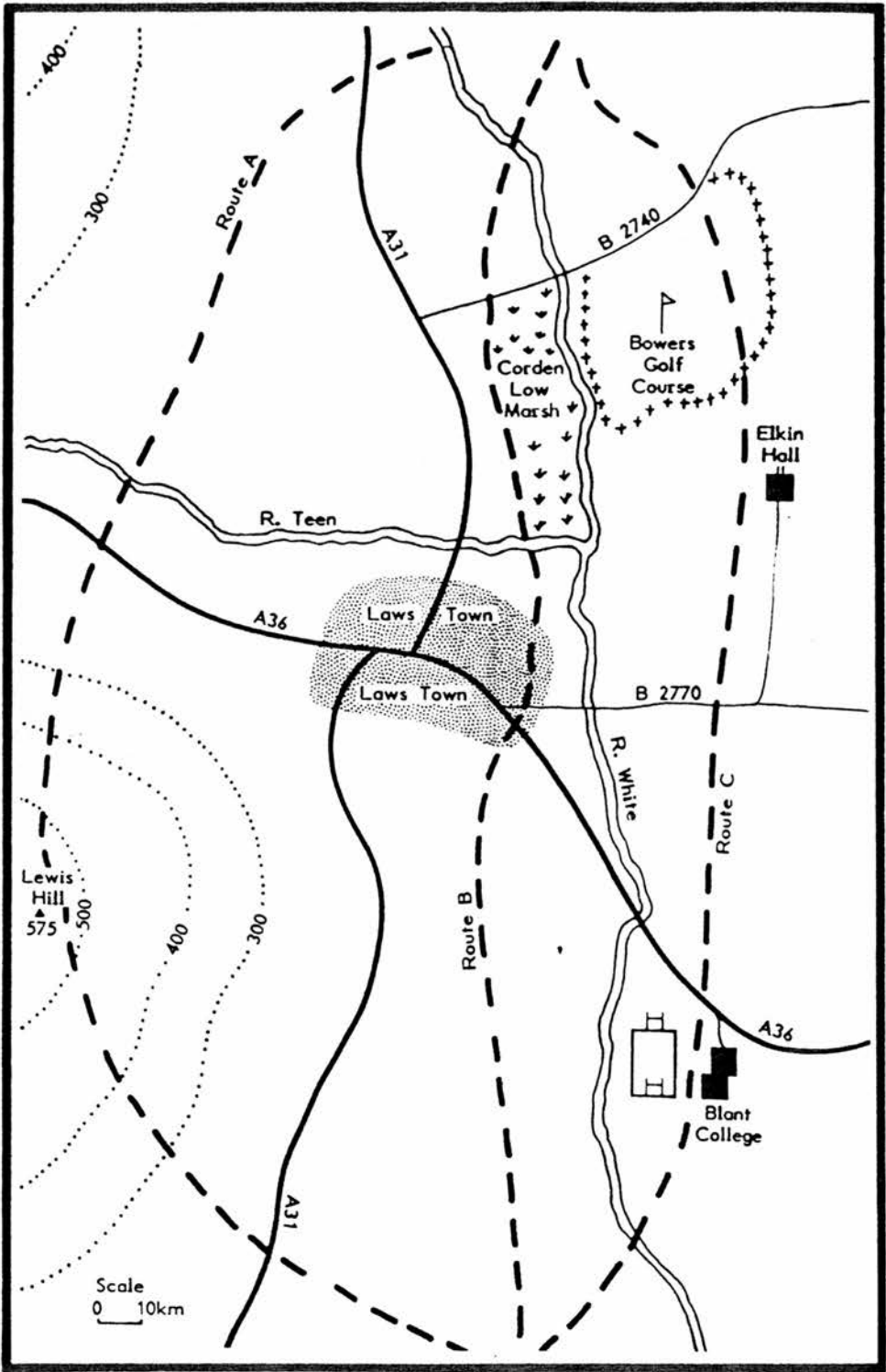
#### Route B

A shorter and level route which passes through the outskirts of Lawstown. Thirty houses and a youth club will have to be demolished and many others will be affected by noise. This route would also mean that some children could not get to school without somehow crossing the road.

#### Route C

This route would destroy the golf course and the vibrations caused by the passage of heavy traffic would eventually cause the foundations of Elkin Hall to crack. The Hall has stood there for four hundred years and as well as being the home of Fitzherbert Elkin, it is a great tourist attraction, bringing many visitors to the area. Blant College will also become separated from its rugby pitches if this route is chosen. However, it is a short level route which affects little property and wildlife.





- 1 In your group, discuss the three proposed routes. Consider all the points of view of the different people who are affected in different ways by each separate route.

Do this by each individual member of the group selecting one of the following points of view: (putting forward all of the reasons why one particular route should be chosen, rather than another).

- \* man from the Ministry of Transport
- \* resident of Lawstown
- \* gold club member
- \* principal of Blant College
- \* Fitzherbert Elkin
- \* member of the Wildlife Preservation Society

- 2 Now as a group, reach a decision as to which you consider to be the best route. Put together a case for your chosen route, providing good reasons for its choice. Be prepared to present your case at a public meeting to be held at the Clog and Pump Public House next week.

## Unit 44 - Teacher's Notes on pupils' activities.

### Process

Discussing/expounding/arguing/evaluating/persuading.

### Aim

To develop pupils' awareness of the need for objective, informed and rational argument in a formal debate.

### Time

One double period

### Materials and Equipment

Essential: pupil sheet (one per two pupils), paper, pens

Supplementary: local Ordnance Survey maps and street maps

### Organisation

Groups

### Preparation

Copy maps of the local town. Have alternative proposed routes marked on the board. Invite a speaker from the Highways Department, or from the Department of the Environment, etc. Have a diagram drawn on the chalkboard to illustrate how a formal meeting is conducted, namely through a chairperson.

### Introduction and Preparation

- 1 Use your local situation and proposed motorway routes as initial stimulus. Discuss and extend as necessary.
- 2 Examine the pupil sheets. Discuss and bring attention to various factors that need to be considered when building a motorway, for example, rivers, hills, marshes, property etc.
- 3 Pupils follow instructions on the pupil sheet.
- 4 Consolidate.
- 5 Arrange the public meeting (whole class).

### Extension

- 1 Plan a campaign to stop the motorway, save Elkin Hall etc. Write letters to the local MP and newspapers.
- 2 Geography: map work, local OS work, field work.
- 3 History: road builders, development of the road network.
- 4 Science: structure, for instance, bridges etc.

## APPENDIX 6:31

### **Comments on Talk Grids - [EDM 14/9/92, EDM 28/9/92] - Clydesdale High School**

#### General

1 The strands for Talking are not descriptions of separate activities; rather they indicate the range of different but inter-related contexts for talk that pupils should encounter and can be used to check breadth and balance in the programmes of study. It was evident, and indeed reassuring, that:

- a not every single talk activity can be planned
- b not everything that is taught can or should be assessed
- c not everything that is assessed needs to be recorded
- d not everything that is recorded needs to be reported

2 The six strands in Talking are not all equivalent e.g. the strand Conveying information, instructions and directions is more about what the pupils will do, while Audience awareness is more concerned with how they will do it. In the light of this to think of teaching the strands separately or to carry out assessments by adding together a column of letters is impracticable and undesirable.

3 A more straightforward way to proceed would be to consider two main types of opportunities for talking - group talk and solo talk. Within each of these situations one or more of the strands might produce the main emphasis for teaching and assessment.

#### Contexts

1 Within some the sequences in a variety of areas, the end product of the process might be a piece of talking e.g. Read for Information, write notes, present solo talk.

2 Teacher should think about the learning and teaching sequences which they use at present and try to think of those which might benefit from the introduction of a talking stage within that sequence.

## Assessment

1 To make a judgement about a pupil's overall level of performance in order to report on progress involves the teacher in making a judgement about a level. Members of the department re-iterated that such a decision should be made in line with the school policy in this area and there was none.

2 It became evident that, as with "S" Grade in order for the teacher to assess group and solo talks effective, he/she had to be clear about the purpose of the talk activity and about the types of behaviours exhibited. The video was found to be particularly effective in this area.

## Levels

1 After viewing the video members of the department were still unsure about what "achieving a level" means. Questions arose such as:

Does it mean that the pupil has done all the things described in the targets for that level?  
Or most of them?

Does it mean that he/she has achieved the level on one occasion, or that it can be stated with absolute certainty that he/she can do what the target says?

The transitory nature of the assessment of Talk was felt to compound these problems.

2 In the end, in the light of the levels assigned to particular pupils and the description of how the levels were arrived at, members of the department felt that they would make their decisions in a holistic way by deciding which set of attainment targets best matched the evidence gathered. It was noted, however, that sometimes the task set for the pupils to perform would determine the level of response needed to complete the task. It was felt that careful preparation of a task in this way can make the assessment more straightforward e.g. giving a prepared oral presentation to a group of class is an activity specifically associated with level D or beyond. This implies that if a target-related task is carried out successfully, reliable inferences about pupil performance can be made.

## APPENDIX 6:32

### **Timetable for Talk activities, P7, Clydesdale Primary School, 1991-92**

#### **19th August - 11th October 1991**

##### Speaking/Spoken Word

<u>GOLD</u>	<u>GREEN</u>	<u>SILVER</u>	<u>INDIVIDUALS</u>
Discussion involved in Ginn activities / En. Studies Work			

#### **October 21st - December 20th 1991**

##### Speaking/Spoken Word

<u>GOLD</u>	<u>GREEN</u>	<u>SILVER</u>	<u>INDIVIDUALS</u>
Discussion through Ginn preparation and follow up activities, also En. Studies etc.			

#### **6th January - 14th February, 1992**

##### Speaking/Spoken Word

<u>GOLD</u>	<u>GREEN</u>	<u>SILVER</u>	<u>INDIVIDUALS</u>
Discussion on relevant aspects arising from work in language in each group.			

#### **19th February - 3rd April 1992**

##### Speaking/Spoken Word

<u>GOLD</u>	<u>GREEN</u>	<u>SILVER</u>	<u>INDIVIDUALS</u>
Discussion on relevant aspects arising from follow up work to Directions, reasons for Writing, Ginn, En. Studies etc.			

#### **21st April - 30th June 1992**

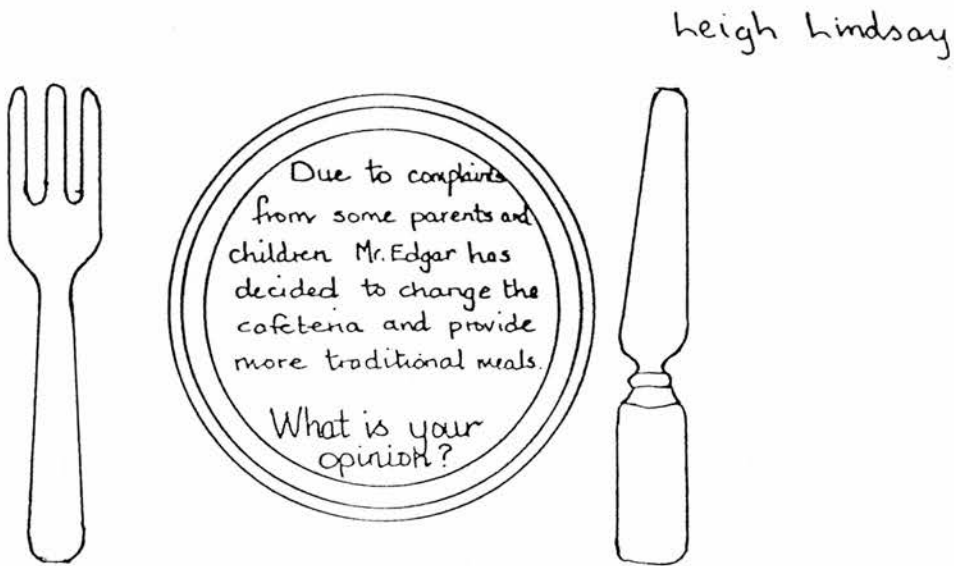
##### Speaking/Spoken Word

<u>GOLD</u>	<u>GREEN</u>	<u>SILVER</u>	<u>INDIVIDUALS</u>
Any relevant discussion.			



APPENDIX 6:33

Worksheet for Talk Activities, P7, Clydesdale Primary School, 1992



Group Decision Yes it should be changed to traditional food because it is good for you and you can be sure of a proper dinner



## APPENDIX 6:34

### **SPOKEN WORD 2 - Exercise 7 - Which rules would you have?**

A new Headteacher came to Plowden Junior School and one of the first things she did was to ask the fourth-year classes to give her a list of rules they thought the school should have. She was surprised to discover that the two classes had quite different ideas. Here are the two sets of rules:

#### Class A's rules

- 1 Every child should wear school uniform.
- 2 Sweets should not be allowed at school.
- 3 Fourth-year pupils should be given homework twice a week.
- 4 Pupils who have done wrong should write lines and an apology letter.
- 5 Football for boys and netball for girls should be the two most important games taught.
- 6 Every pupil should be given points for good work and have points taken away for bad work. These points will be added up at the end of each term and the score will be sent home.
- 7 Teachers should write a report every year about each pupil, and this report will go home to the child's parents.

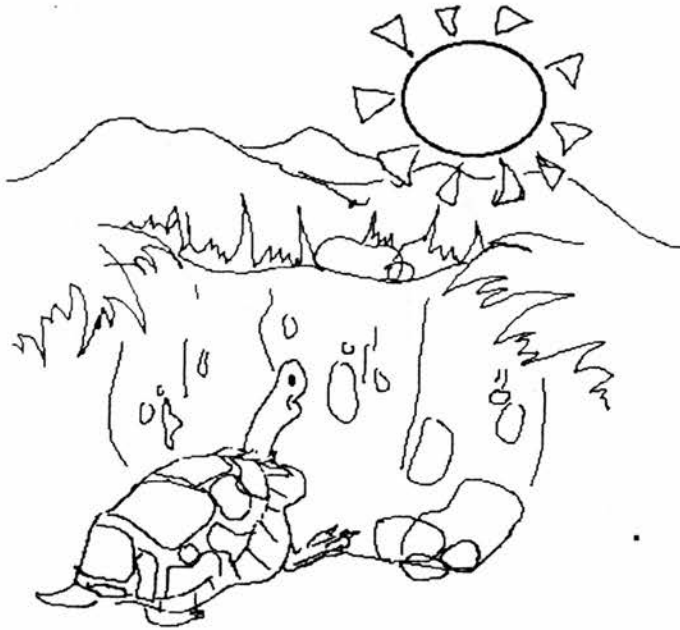
#### Class B's rules

- 1 Pupils should be able to wear what they like at school so long as it is not dangerous or impractical.
- 2 Pupils can eat what they like during playtimes.
- 3 There should be no homework.
- 4 Pupils who have done wrong should miss their playtimes, their games and their swimming.
- 5 There should be lots of different games for every child to join in.
- 6 Only the best work should be put up in the classroom.
- 7 Open Days and Open Evenings are the best way for parents to see how their children are getting on. No written reports or point scores.

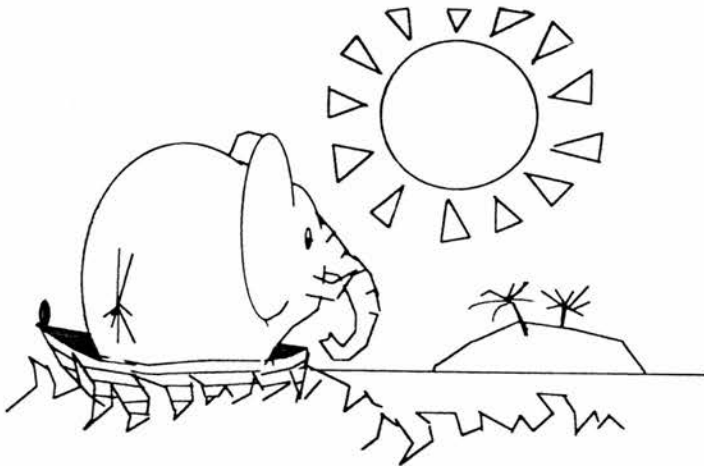
- (a) Which set of rules do you agree with most, and why?
- (b) If you were the Headteacher, which rules would you pick out from *both* lists to make up a final list?
- (c) What other rules would you include if you were the Headteacher?

**Exercise 8 - Can you solve these problems?**

These animals have got problems. What should they do? Talk with your partner or group and try to help the animals to solve their problems.



This tortoise has fallen into a hole. How can it get out?



The elephant is slowly sinking in a leaky boat. How can it get to the distant shore?



The monkey wants to get from the island to the mainland without being eaten by the crocodile. But how?



The giraffe is too tall to get under the bridge, and there isn't another road. What should it do?

## SPOKEN WORD 3 - Exercise 25 - Robot helpers

### The House-Robot

You may be used to seeing in films robots that can move and speak and act a good deal like humans. But in real life, scientists have not yet been able to invent such a clever machine.

Imagine, however, that you are a scientist - or a group of inventors - working on robotics. You have made a breakthrough and have produced a small house-robot that can move about on its own and speak a little.

Your next problem is to program it to do some of the household chores that most of us would rather not have to do. The robot will be capable of doing up to twelve different things.

But what things? Which are the twelve tasks in the house and garden most needing the sort of help a robot can give? What would be your final list of twelve?

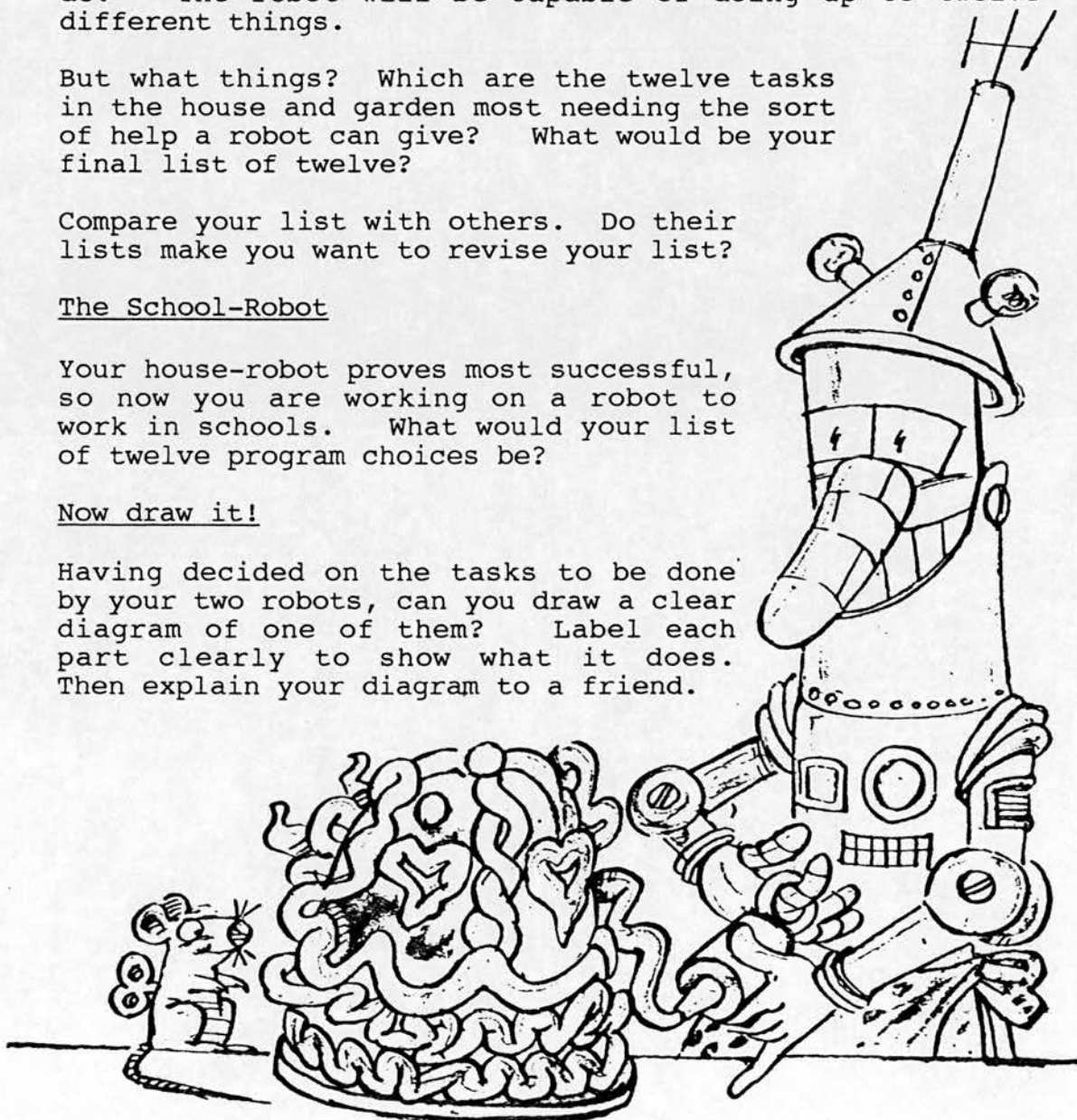
Compare your list with others. Do their lists make you want to revise your list?

### The School-Robot

Your house-robot proves most successful, so now you are working on a robot to work in schools. What would your list of twelve program choices be?

Now draw it!

Having decided on the tasks to be done by your two robots, can you draw a clear diagram of one of them? Label each part clearly to show what it does. Then explain your diagram to a friend.





#### SPOKEN WORD 4 - Exercise 19 - Three Boys and the Head.

This is a conversation between three boys and their headmaster in a primary school. Two of the boys - John and Peter - have been sent to the Head by their teacher, Mrs Smith. She is very annoyed with them because, she says, they have been throwing mud and hitting another boy whose name is Malcolm.

In your group (of four), each of you take a part and read it aloud together.  
Then talk about the questions at the end.

HEAD: Is that true what Mrs Smith said? Were you throwing mud?

JOHN: No, we never throw mud.

HEAD: Why should Mrs Smith go specially out of her way to come in here and tell me you were throwing mud if you weren't? And what's this about hitting another boy? Who was the other boy?

JOHN: Malcolm.

HEAD: And why did you hit him?

JOHN: He broke a branch of a tree down and we took it away and he started swearing at us, so we hit him.

HEAD: What business was that of yours? He could break every branch off every tree in the school as far as you're concerned. And it wouldn't hurt you, as long as he didn't hit you over the head with them. Would it?

JOHN: No.

HEAD: You had no reason to hit him, then, did you? So Mrs Smith was right then.

JOHN: No, Mrs Smith didn't tell you he swore at us and broke the tree, she just said we hit him. She didn't say he swore at us.

PETER: (*Speaking for the first time*) And he called me names.

HEAD: Does calling names hurt you? Does it really hurt you? You don't care if someone calls you names.

JOHN: He just goes and tells Mrs Smith we hit him, he doesn't say he broke the tree.

HEAD: Who does breaking the tree hurt? It hurts the tree, doesn't it? It doesn't hurt me and it doesn't hurt you. It didn't fall on your head.

PETER: And he swore at us.

HEAD: If a silly little boy like Malcolm swears at you, it shouldn't worry you. I don't know what you're complaining about. What else have you been doing?

JOHN: Nothing.

HEAD: Strange that Mrs Smith comes to me just for one thing. There must be other things.



JOHN: Nothing.

HEAD: Has Mrs Smith made a mistake then?

JOHN: Must've.

HEAD: (*getting rattled*) You know Mrs Smith hasn't made a mistake. Listen John, some months ago you were up to me for swearing yourself. I didn't punish you, and now you're trying to make me punish Malcolm for exactly the same thing. Do you remember the story of the king? (*soft reasoning voice*)

PETER: The one where the messenger comes and he says "Kill this child at once?"

HEAD: (*laughing*) No, not that one. Do you remember it John? It was the story of the king's servant who stole something from the king because the servant's children were starving and the king was very lenient and didn't punish the servant. Later on another servant stole something from the first servant, and the first servant wanted to punish him severely. But the king got to hear about it and was very angry. Do you remember the story now?

JOHN: Yes.

HEAD: Well, what you're talking about is exactly the same sort of thing, isn't it? You came to me for swearing and I let you off, and now you want me to punish Malcolm for exactly the same thing.

JOHN: He broke the branch.

HEAD: (*losing control*) Will you please go and get Malcolm. (*Enter Malcolm, a tall boy who walks diffidently up to the headmaster's desk.*)

HEAD: Now, Malcolm, did you break a branch off a tree?

MALCOLM: No, I found it lying on top of the bushes over there (*pointing out of the window*).

HEAD: That's right. The branch was already broken, because I saw it myself on the lawn this morning. Now Malcolm, these boys tell me you swore at them. Is that right?

JOHN: Yes, he did. Up at the top of the playground. Don't you remember Malcolm, up at the top of the playground.

HEAD: And what word did you use?

JOHN: I think it was 'flipping'.

PETER: Yes, it was 'flipping'.

MALCOLM: Yes, 'flipping'.

HEAD: (*exasperated*) There's nothing in 'flipping'! John, the story's all crumbling down. John it's you, you're the trouble-maker. 'Flipping' isn't swearing, you know that. You know all the swear-words, you told me them all once. You're trying on the old dodge. Just don't get into trouble again. And Peter, this is the first time you've been in trouble. Keep out of it, will you? John, I want you to come to me

in a week's time and tell me how you've been behaving. Now don't forget. You can go now.  
(Hasty exit of boys)

From: *An Octopus In My Head* by J. Deverson

Now talk about these:

- 1 What do you think the four characters look and act like? The one who read the part must describe the character, his looks and personality, using as much imagination as is necessary.
- 2 (a) Do you think that the Head picked out the real trouble-maker and dealt with him fairly?  
(b) Was the Head right not to punish Peter?  
(c) Do you believe Malcolm is telling the truth?
- 3 The Head revealed his opinion of two things:  
(a) Firstly, about the broken branch, he said, "He (Malcolm) could break every branch off every tree in the school as far as you're concerned. And it wouldn't hurt you ..."  
(b) Secondly, about name-calling, he said, "Does calling names hurt you?" Does it really hurt you? You don't care if someone calls you names."  
What do you think about these two opinions?

## APPENDIX 6:35

### **Discussion of the problems of profiling and reporting.**

It is evident that the initiative "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b) placed a high priority on planning and assessment procedures. It is therefore logical that record-keeping, profiling and reporting were reviewed in the light of changes made to the aforementioned factors, particularly assessment procedures.

The traditional school report followed what may be called the "basic information model" (Jones and Bray, 1986, p175). It centred on aspects such as high spirits, talkativeness and a certain lack of application. A pupil's success depended upon his position relative to the performance of other pupils in the class, that is the reports were norm-related, summative reports. In the main these reports were of a single sheet, included details of an attendance total, mark/grade for attainment and a grade for effort in each subject. These were followed, in most cases, with a brief conventional comment from subject teachers on progress, effort, attitude and behaviour. The brevity of the comments (necessitated by inadequate space) often tempted teachers to resort either to clichés, "could try harder", or educational short hand impenetrable to parents. The single sheet also encouraged teachers to echo one another's comments.

The reason for the poor quality of the "basic information" comments may be that the traditional school report, although nominally addressed to parents, was very much a school document: its concerns, priorities and terms of reference were those of the school as an institution, rather than those of parents concerned about their own child. Its perspective was that of the school (children were "pupils" and knowledge was compartmentalised into

"subjects"). Moreover, it was often encoded in school language e.g. most teachers would use "easily distracted" as a code for "a nuisance in class"; most parents would read it as "misled by other children". Indeed many teachers may have been so aware of the initial readers of the report, for example the HT, that the parental audience was rather overlooked.

In terms of the introduction of the initiative CAS87, a prime motivating factor in making changes to the reporting system was the fact that a parent brings to the reading of his/her child's report the understandings he/she gained as a school child fifteen to thirty years previously. Yet the educational changes which have occurred since parents left school are massive and disorientating. Nor is the pace of change likely to slow down in the remainder of the century. Teachers who live with these changes, learn to adjust and, in due course, forget that not everyone knows about mixed ability teaching or criterion-referenced assessment. The traditional school report assumed that parents had no need to know about these changes, needed little guidance in adjusting to them, had no expertise to contribute and indeed had basically only a marginal role in the education of their children.

The influence of such a belief with regard to reporting can be seen in the needs identified by the consultation paper "Curriculum and Assessment in Scotland: a policy for the 90s" (SED, 1987b):

- iii better communication between schools and parents on the curriculum and assessment policies and practices of the school and better reporting on the progress of pupils.

(SED, 1987b, par. 4, p1)

and:

- vi Many parents suffer from poor communication from their children's schools especially on curriculum and assessment matters. In many cases there is well developed communication between schools and parents, but unfortunately not all parents can rely on the same quality of information and guidance. The language of the education system is not easily understood and often the efforts made to explain it are inadequate. The Secretary of State believes that parents have a right to understand what the school is trying to teach their children and to be informed of the progress which children are making in the learning that is being offered. It is the duty of the schools and the wider education service to provide the information which parents need.

(SED, 1987b, par. 7, p3)

Moreover, this belief is evident in the opening paragraphs of the "Guidelines on Reporting 5-14" (SOED, 1992a, p1) which is subtitled "Promoting Partnership".

In order to achieve what has been defined as the requirements of a good report in terms of the initiative CAS87 reports should:

convey, through the teacher's comments, a clear impression of personal knowledge of the pupil, within the constraints of the time available in which teacher and pupil work together

provide a description of progress and attainment

comment on personal and social development and attendance

comment on strengths and development needs and identify Next Steps for learning and teaching

encourage motivation through a consultative approach

be a focal point for dialogue between home and school

have parents as the primary audience but also be  
of practical use to teachers and pupils  
(SOED, 1992a, p2)

there must be a strategy for assessment, diagnosis and  
planning.

The topic of assessment in terms of the initiative CAS87  
has been extensively discussed. Reports are the  
distillation of the whole assessment process. Parents  
have a right to share, through various home-school  
communications, some understanding of the curriculum and  
of assessment criteria, in order that they can understand  
the report of their son/daughter's progress. This  
demands that the school should bring into the open its  
working practices and formulate a policy.

Diagnosis, as has been highlighted by the implementation  
of the initiative CAS87, should accompany assessment.  
Diagnosis goes behind the assessment to identify potential  
which should be developed and problem areas which need  
attention. The teacher can begin diagnosis in his/her  
written comments on the report, and follow through initial  
diagnosis in discussion with pupils and parents.

Thirdly, the initiative has stressed a previously much  
neglected part of the strategy, the formulation of an  
action plan. Reports are correctly viewed as motivators,  
and there is evidence that they do motivate (Jones and  
Bray, 1986, p205), but generally initial good intentions  
come to nothing. At the end of an effective reporting  
process it is envisaged that a joint plan of action should  
have emerged (SOED, 1992a, p11), consisting, in the main,  
of a number of achievable learning objectives, often in  
the skills area. The changes proposed by the initiative  
in the area of reporting are aimed at producing an end-  
product of a good report which is a more effective



learning strategy, strongly backed by informed and involved parents and understood by pupils.

In order to accommodate the changes in assessment and reporting proposed by the initiative CAS87 it was essential that teachers adopt a system of profiling for each pupil as they had done in S3 and S4 for pupils at "S" Grade, where it has been proven to have been successful in the move towards continuous assessment as a complement to examinations.

A pupil profile is basically a detailed and comprehensive, but usually systematic and open, statement of the pupil's achievements, of his/her competencies and capabilities, and/or knowledge and understanding, and/or skills etc. (Jones and Bray, 1986, p141). It is essentially a discussion document designed to focus on and to assist in the individual pupil's progress and development. As such, the individual pupil often contributes to it, and has access to it; he/she may share in the assessment process and be involved in the decisions arising out of the assessment. A profile differs, therefore, from the conventional conflated mark or grade, the epitome of educational reporting of the pre-1985 period.

It should be highlighted that as a result of the experience of using profiles as a means of aiding assessment and reporting at "S" Grade, teachers were well aware that it made heavier demands on them during the year, but that it provided for more useful feedback to pupils, parents and teachers than the conflated mark of examinations, as well as offering an understanding of the complex objectives of an English course, an idea of what are acceptable standards, a helpful analysis of the pupil's present position and, as the years pass, a record of progress.

Moreover, it should be borne in mind that profiling challenges traditional norm-related conflated marks because, using a profile, a teacher can:

- 1 identify multiple-course objectives which are desirable and attainable, but not necessarily assessable using examinations and tests
- 2 structure the learning experience to enable the pupil to learn and practice these skills, competencies, understandings etc.
- 3 structure the course so that he/she has regular opportunities to observe and record the developing skills, competencies etc.
- 4 structure the learning experience so that the pupil receives regular and positive feedback through the profiles

all of which underlie the basic philosophy of the initiative CAS87 and therefore clearly formulating a profile effectively is crucial if the profile is to be easily used.

**APPENDIX 6:36a**

**Report Sheet, Clydesdale High School, 1986**

CLYDESDALE HIGH  
SCH00L

NAME \_\_\_\_\_

COURSE/GRADE KEY	
A - EXCELLENT	D - BELOW AVERAGE
B - VERY GOOD	E - NOT SATISFACTORY
C - SATISFACTORY	F - VERY POOR

CLASS \_\_\_\_\_

DATE \_\_\_\_\_

SUBJECT	COMMENT	INITIALS
ENGLISH		
HISTORY		
GEOGRAPHY		
MODERN STUDIES		
MATHEMATICS		
ARCHAEOLOGICAL STUDIES		
CLASSICAL STUDIES		
LATIN		
FRENCH		
GERMAN		
ART		
MUSIC		
HOME ECONOMICS		
TECHNICAL EDUCATION		
SCIENCE		
RELIGIOUS EDUCATION		
PHYSICAL EDUCATION		
TYPING		
TUTOR		
HEADMASTER		

**APPENDIX 6:36b**

**Report Sheet, Clydesdale High School, 1988**

DATE	SUBJECT	LEVEL	SET/CLASS	NAME				
GRADES	1 EXCELLENT      4 AVERAGE      7 VERY POOR 2 VERY GOOD      5 BELOW AVERAGE 3 GOOD      6 POOR							
	1	2	3	4	5	6	7	COMMENTS
ACHIEVEMENTS								
EFFORT								
CONDUCT								
APPLICATION								
COMMUNICATION								
PRESENTATION								
ATTENTIVENESS								
KNOWLEDGE								
UNDERSTANDING								

SUBJECT TEACHER \_\_\_\_\_

**APPENDIX 6:37**

**Primary-secondary skills profile sheet, Clydesdale High School, 1988**

ENGLISH DEPARTMENT

NAME \_\_\_\_\_

WRITING	BASIC SKILLS (e.g. SPELLING, HANDWRITING, PUNCTUATION, SENTENCES)	
	IMAGINATIVE (e.g. stories, description, poems, etc.)	FUNCTIONAL (factual, informative)

READING     Ginn Level	READING ALOUD	FLUENCY	ERRORS
	READING FOR MEANING	LITERAL (Grasping facts)	INFERENTIAL (Reading between lines)

	CONTENT	EXPRESSION
TALK		

ANY OTHER STRENGTHS OR WEAKNESSES:

**APPENDIX 6:38a**

**Profile and diagnostic skills sheet, Clydesdale High School, 1990**

ENGLISH DEPARTMENT  
PROGRESS REPORT  
TEACHER \_\_\_\_\_

NAME \_\_\_\_\_  
CLASS \_\_\_\_\_  
YEAR \_\_\_\_\_

<b>TALK</b>			<b>READING ALOUD</b>	<b>READING COMPREHENSION</b>	
FLUENT			SKILLED	GOOD	
COMPETENT			COMPETENT	CAPABLE	
HESITANT			HESITANT	HAS DIFFICULTIES	
NON-COMMUNICATIVE			WEAK	WEAK	

<b>LISTENING FOR COMPREHENSION</b>	<b>WRITING</b>	
GOOD	EXPRESSION FLUENT	
CAPABLE	EXPRESSION COMPETENT	
HAS DIFFICULTIES	CONTENT ADEQUATE/ VOCABULARY LIMITED/ EXPRESSION WEAK	
WEAK	CONTENT/VOCABULARY/ EXPRESSION WEAK	

<b>ADDITIONAL COMMENTS</b>	<b>ASSESSMENT GRADES</b>		
<b>PROGRESS</b>	<b>EFFORT GRADES</b>		



**APPENDIX 6:38b**

**Profile and diagnostic skills sheet, Clydesdale High School, 1990**

ENGLISH DEPARTMENT  
PROGRESS REPORT  
TEACHER \_\_\_\_\_

NAME \_\_\_\_\_  
CLASS \_\_\_\_\_  
YEAR \_\_\_\_\_

**PRESENTATION, SENTENCE CONSTRUCTION, LINKAGE AND  
PARAGRAPHING**

	GOOD	COMPETENT	SOME DIFFICULTIES	WEAK
HANDWRITING				
SPELLING				
VOCABULARY				
FULL STOP				
COMMA				
DIRECT SPEECH				
PRONOUNS				
CONJUNCTIONS				
RELATIVE PRONOUNS				
PARAGRAPHING				

**ADDITIONAL COMMENTS**

#### APPENDIX 6:39

### **System of transferring folders of work in the English Department, Clydesdale High School, 1990-92**

Folders and Profiles

Colour coded system for S1 and S2.

Everyday rough work in pink folders.

Best work - including assessed/Report Card items - in Blue folders.

Blue folders to be maintained in S3/S4 for school-based assessment items,

Blue folders to be used as a basis of assessment system, containing samples of work, being passed on to "new" teacher of pupil.

"Retrospective" element too in sense that - as system works its way through - folders will also contain primary notes and sample material.

Other main element of system in S1 and S2 - the profile (Progress Sheet).

This should provide maximum shorthand information (can be used at Parents' Nights).

Problem point - interface between S2 and S3. Very important that these folders (blue) and relevant profiles etc. to be handed on properly and that the folders contain everything they should.

[EDM 5/5/90]

## APPENDIX 6:40

**English Department Handbook Entry, Clydesdale High School,  
English Department, 1991**

### RECORDING AND REPORTING - THE PROFILE SYSTEM

The central plank of our assessment within the department is the profile system. A descriptive profile of his/her English skills and related classroom behaviour will follow a pupil throughout his/her school career from S1 to S4. The main functions of such a profile system will be the following: to allow us to deal with a pupil in a class as an individual, to determine his/her individual needs - whether requiring remediation or simply work differentiated from the rest of the class, to assess progress and describe this both holistically and in terms of individual skills; also, in more general terms, to shape our teaching of the whole class according to the pattern of individual needs, and to evaluate how successful departmental units of work are.

A key consideration in this system is the question of prospective audience - just who will it be for. Initially the profile will be for the pupil's class teacher. But it will also be for the pupil him/herself to view, as part of the development of an independent awareness of his/her individual learning requirements. It will also be made available to his/her parents, at parents' nights and as a basis of our reports. It will also have to be accessible to other interested bodies within the school e.g. Guidance, Head of Year etc. And, within the department, to the next class teacher (or supply teacher in the case of absence etc.). From the above, it will be seen that the question of audience highlights another key aspect of our system - openness of access.

NB It should be noted that, for a number of practical reasons, our system actually utilises TWO profile formats: one for S1/S2 and one for S3/S4.

### The Profiles in Detail

#### S1 and S2

Please note that in classroom use, this sheet is double sided: the important side holds the general profile, the progress report, the other the more diagnostic writing skills sheet.

### How to use the Progress Report

No checklist for use required, but the following informal notes:

Simple identification in cluster of four boxes top right hand corner.

Final assessment and effort grades for report card to be recorded in cluster of four boxes at the bottom right hand corner.

Rest of sheet (mostly) divided up to cover descriptions of performance in 3 modes - Writing, Reading, (subdivided into Reading Aloud and Reading Comprehension) and Talk (subdivided into Talk and Listening). Sample descriptions are given under each heading: these may be simply ticked or where necessary/appropriate a comment placed beside them. There must be an entry under each heading by the first official reporting date. It will be noticed that beside the headings for Talk, Reading Comprehension and Writing, are placed two boxes for each: these are included to record the summative grades in each of these modes - see Assessment Calendar for further details.

Finally, there are two boxes at the bottom of the sheet, for Additional Comments and Progress: the first of these may be filled in briefly before the first report, and used as the basis for it; it may be necessary to complete the progress box only before the second and final report.

### How to Use the Writing Skills Sheet

Writing is the mode most people associate with English study, so it is appropriate that it should be looked at in more detail than the general box in the progress report allows. However, the purpose of this part of the profile is primarily diagnostic - therefore it is of most importance with an S1 class, or a class new to a particular teacher (e.g. "new" S2 class, or a teacher new to the department etc.). Time of completion is also crucial. Logically it is important that any diagnostic assessment gets completed within the first month/6 weeks - that way, any necessary remediation can be set in train sufficiently early to do some good. Again, simple identification is the purpose of the cluster of four boxes in the top right hand corner.

It should be stressed that, again, either tick or comment can be used as appropriate. However, on this sheet, not all the boxes have to be completed. Only the following categories must be employed: Handwriting: Spelling: Full Stop or Comma (since both the ability to write in sentences effectively "straddles" both); Paragraphing.

Also: "Additional Comments", as and when necessary or appropriate.

There is, however, one further important element in the use of this sheet. In any case where a pupil's particular skill in a particular category is assessed as being "weak", some remediation work must be undertaken. Recording that this has been done is on the right hand side of the sheet.

In some cases this may be too many, in some cases, too few, but it is vitally important that any weakness we perceive is treated, and that we do so is a matter of record.

(June, 1991)

**APPENDIX 6:41a**

**English Language Profile, Talking, (S1, S2), Clydesdale High School, 1992**

5-14 PROFILE

NAME \_\_\_\_\_ TEACHER \_\_\_\_\_

CLASS \_\_\_\_\_ SESSION \_\_\_\_\_

EXPERIENCE OF STRAND AT THIS LEVEL            ‡  
MAKING PROGRESS WITH THE STRAND            O  
SECURE ON THE STRAND                            √

**TALKING**

CONVEYING INFORMATION AND  
INSTRUCTIONS  
TALKING IN GROUPS

TALKING ABOUT EXPERIENCES,  
FEELINGS AND OPINIONS  
TALKING ABOUT TEXTS

AUDIENCE AWARENESS

KNOWLEDGE ABOUT LANGUAGE

A	B	C	D	E

STRENGTHS

DEVELOPMENT NEEDS

OVERALL LEVEL \_\_\_\_\_



**APPENDIX 6:41b**

**English Language Profile, Listening, (S1, S2), Clydesdale High School, 1992**

5-14 PROFILE

NAME \_\_\_\_\_ TEACHER \_\_\_\_\_

CLASS \_\_\_\_\_ SESSION \_\_\_\_\_

EXPERIENCE OF STRAND AT THIS LEVEL            ‡  
MAKING PROGRESS WITH THE STRAND            O  
SECURE ON THE STRAND                            √

**LISTENING**

LISTENING FOR INFORMATION,  
INSTRUCTIONS AND DIRECTIONS  
LISTENING IN GROUPS

LISTENING IN ORDER TO RESPOND  
TO TEXTS  
AWARENESS OF GENRE

KNOWLEDGE ABOUT LANGUAGE

A	B	C	D	E

STRENGTHS

DEVELOPMENT NEEDS

**OVERALL LEVEL** \_\_\_\_\_

**APPENDIX 6:41c**

English Language Profile, Writing, (S1, S2), Clydesdale  
High School, 1992

5-14 PROFILE

NAME \_\_\_\_\_ TEACHER \_\_\_\_\_

CLASS	SESSION
-------	---------

EXPERIENCE OF STRAND AT THIS LEVEL	+
MAKING PROGRESS WITH THE STRAND	O
SECURE ON THE STRAND	✓

## WRITING

## FUNCTIONAL WRITING

PERSONAL WRITINGIMAGINATIVE WRITING

## PUNCTUATION AND STRUCTURE

## SPELLING

## HANDWRITING AND PRESENTATION

## KNOWLEDGE ABOUT LANGUAGE

[illegible]

STRENGTHS	DEVELOPMENT NEEDS

**OVERALL LEVEL**

**APPENDIX 6:41d**

English Language Profile, Reading, (S1, S2), Clydesdale High School, 1992

5-14 PROFILE

NAME \_\_\_\_\_ TEACHER \_\_\_\_\_

CLASS	SESSION
-------	---------

EXPERIENCE OF STRAND AT THIS LEVEL	+
MAKING PROGRESS WITH THE STRAND	O
SECURE ON THE STRAND	✓

## READING

READING FOR INFORMATION

## READING FOR ENJOYMENT

READING TO REFLECT ON THE  
WRITER'S CRAFT  
AWARENESS OF GENRE

## READING ALOUD

## KNOWLEDGE ABOUT LANGUAGE

[illegible]

## STRENGTHS

DEVELOPMENT NEEDS

OVERALL LEVEL \_\_\_\_\_

## APPENDIX 6:42

English Department Handbook entry, Clydesdale High School, 1992

### S1 and S2

Each S1 and S2 pupil will have four profiles, one for each of the four outcomes of Reading, Writing, Talking and Listening. These profiles will be kept by the class teacher in a black ring binder supplied by the Principal Teacher. They will also be colour-coded for ease of management.

NB S1 and S2 profiles are under the umbrella of 5-14 Development and Session 1992-93 should see us working out the strengths and weaknesses of the new system.

The profile will be taken in May/June to the associated Primary schools and returned to the department by the middle of June with comments added. This means that the class teacher of each S1 pupil can develop his/her course with the needs of the individual pupil in mind. S1 profiles will be passed to S2 teacher (in most cases the same person).

Comments should be made as and when the class teacher feels it is appropriate. Under no circumstances should every word, every piece of written work, every type of behaviour be commented on. This would make the work of profiling too onerous.

### IMPORTANT

The class teacher must make regular entries on the profiles. This is necessary for the new reports, or in the case of an absent teacher where the Principal Teacher or supply teacher would find it easier to assess the pupils or in fact to transfer the information onto a report sheet, parents would also see progress, or otherwise, at a glance.

No attempt should be made at present to put an overall level of performance on the profiles.

(May, 1992)

**APPENDIX 6:43**

**English Language Report Sheet, (S1, S2), Clydesdale High School, 1992**

ENGLISH DEPARTMENT

NAME: ..... CLASS: .....

TEACHER: ..... SESSION: .....

---

**READING**

---

**WRITING**

---

**TALKING**

---

**LISTENING**

---

**EFFORT**

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APPENDIX 6:44a

English Language Profile, (S1, S2), Clydesdale High School, 1993

PUPIL PROFILE - S1/S2

ENGLISH DEPARTMENT

NAME

CLASS

UNIT/TOPIC	STRANDS	STRENGTHS	DEVELOPMENT NEEDS	LEVEL		
DATE						
DATE						
DATE						
DATE						



# **APPENDIX 6:44b**

## **English Language Profile, (S1, S2), Clydesdale High School, 1993**

### **KNOWLEDGE ABOUT LANGUAGE**

Pupils should show that they know, understand and can use at least the following terms:-

No attainment targets set				
Level	Listening	Talking	Reading	Writing
Level A				
Level B	Rhyme Rhythm Sound	Soft Slow Loud Quick Clear Voice	Author Title Chapter Index Contents Character* Setting* Poem Dictionary Question Mark*	Letter Word Capital Full Stop Sentence Planning Drafting Re-drafting
Level C	Low Voice High Voice Accents Audience	Discussion Instructions Directions	Fiction Non-fiction Thesaurus Reference Book Plot Dialogue Main Character Conflict Verse Paragraph* Headline Speech Marks Exclamation Mark	Noun Verb Comma Question Mark* Purpose Audience
Level D	Vowel* Consonant* Standard English and Dialects Play and Scene Mass Media Points of View	Introduction Conclusion Gesture Eye-contact Slang	Theme Character* Relationships Setting* Motives Fact and Opinion Layout Bold Italic Type	Vowel* Consonant* Adjective Adverb Pronoun Conjunction Masculine Feminine Singular Plural Tense Paragraph*
Level E	Tone Target Audience	Argument Statement Conversation Debate	Syllable Root Stem Prefix Suffix Simile Metaphor	Main Point Topic Sentence Evidence Subject Predicate Clause Quotation Marks Apostrophe Punctuation

## APPENDIX 6:45

### **Clydesdale High School, 1994**

#### MEMO TO ALL PTs REGARDING 5-14 REPORTING FORMAT

In November 1987, the Secretary of State for Scotland published a consultation paper "Curriculum and Assessment in Scotland: a policy for the 90s".

Following a period of consultation, a committee on Reporting 5-14 was established by the SOED to advise on the formulation of national guidelines on reporting and to prepare a new pupil progress report.

"Reporting 5-14" invites teachers to write comments on pupils' progress which conform to a set of principles (i.e. guidelines). The same guidelines have been applied to Reporting by Primary Schools to facilitate the transfer of information between the sectors. The guidelines are also wholly compatible with a smooth transition to a Record of Achievement for older pupils.

I now enclose an example of the new style of Reports, as prepared by the SOED, for your curriculum area. It is advisable that your departmental staff become familiar with the booklet and have the opportunity to express their views. As noted within the School Development Plan, the Reporting System for S1/S2 is under review and we must consider the guidelines given by the SOED.

In the interim no action need be taken to change how you are currently reporting but departmental views will be sought in the future when the review of the S1/S2 Reporting System is complete.

The Primary Schools have received their new Reports prior to Christmas and the Primary Adviser clarified what was meant by certain Report headings that were used. This information may be of use to you.

STRENGTHS read Competencies i.e. what the child can do.

DEVELOPMENT NEEDS are what the child needs to know next.

NEXT STEP is where the teacher would indicate how this would be achieved and/or what could be achieved in the next six months. This information could be given as a set of targets.

I ask you to discuss the new type of Reports with your staff and that all views/concerns be noted. I give below some questions that may stimulate departmental discussion.

- 1     Could you use this Report in its entirety?
- 2     Has essential information been omitted e.g.  
Behaviour, Effort?
- 3     What problems would staff face if they were to use  
this Report?
- 4     What sort of complications does this style of Report  
have upon your current assessment methods?
- 5     Would your department feel that a "Clydesdale High"  
version of 5-14 Reporting (based on the same  
guidelines) should be created?

NB All departments should have a copy of the Reporting 5-14 Guidelines.

AHT  
April, 1994

## APPENDIX 6:46

**English Department, Clydesdale High School, 1994**

### PROFILES S1/S2

#### Some points to consider and decisions to be made

One of the functions of a profile, as we know, is to impart information about a pupil to interested parties - members of the department, SMT, parents and outside agencies.

We all understand our own methods of completing a profile but we do not necessarily, and immediately, follow a colleague's system. I feel it is important that as far as possible we adopt a methodology which is as uniform as we can make it.

Included in this package is an example from each teacher's profiles, a series of questions which I feel we need to answer and some general observations. What I would like us to do is to reach agreement on any changes we need to make either to the profiles themselves or to our way of working with them - or both.

#### Questions and Observations

Very little use is made of the Knowledge About Language page as a checklist. Do we need to include it as part of the profile?

If we miss it out, then how do we tackle the KAL question?

Could one of the new Talk Sheets be put on the reverse of the profile instead of KAL? Considered that it would not really work because there is a Talk Sheet for Solo and Group.

The right hand column is rarely used - too small or unnecessary?

Do we miss it out of next session's profiles?

The Strands column does need to link with the other columns. SP seems to have a method which is very clear to follow. This is an area where we will need to reach agreement. Suggestions? Preferences?

We should perhaps think about how our profiles are going to handle the NEXT STEPS question.

How are our profiles going to link with the reports?

Levels are not always entered on the class profiles and we agreed that where relevant a level (A-E) was to be included. We have to agree on this being done.

How are we using the "extra work" line?

How many strands should we list?

All the ones the unit addresses or only the strands tackled by the particular pupil?

We all tend to get pupils to fill in the unit/topic column. This should be encouraged as it familiarises pupils with 5-14 terminology and keeps them up-to-date with their progress.

How much should we write?

Perhaps we are all guilty at times of feeling that we should fill all the space.

Do we really need to do that?

The "Point to Note" column is not used as much as it could be. What kind of information do we expect to find there?

Do we want to include a box to indicate that a pupil has sat a National Test?

Principal Teacher  
April 1994

APPENDIX 6:47

English Language Profile, (S1, S2), Clydesdale High School, 1994

ENGLISH DEPARTMENT  
PUPIL PROFILE

NAME \_\_\_\_\_  
CLASS \_\_\_\_\_  
SESSION \_\_\_\_\_

UNIT/TOPIC	STRANDS	STRENGTHS	DEVELOPMENT NEEDS	NEXT STEPS	LEVEL
DATE	R 123456				
	W 1234567				
	T 123456				
	L 12345				
UNIT/TOPIC	R 123456				
	W 1234567				
	T 123456				
	L 12345				
DATE					

READING	WRITING	TALKING	LISTENING
1 READING FOR INFORMATION	1 FUNCTIONAL	1 CONVEYING INFORMATION	1 LISTENING TO INFORMATION
2 READING FOR ENJOYMENT	2 PERSONAL	2 TALKING IN GROUPS	2 LISTENING IN GROUPS
3 READING TO REFLECT ON IDEAS	3 IMAGINATIVE	3 TALKING ABOUT FEELINGS/OPINIONS	3 RESPONDING TO TESTS
4 AWARENESS OF GENRE	4 PUNCTUATION AND STRUCTURE	4 TALKING ABOUT TESTS	4 AWARENESS OF GENRE
5 READING ALOUD	5 SPELLING	5 AUDIENCE AWARENESS	5 KNOWLEDGE ABOUT LANGUAGE
6 KNOWLEDGE ABOUT LANGUAGE	6 HANDWRITING AND PRESENTATION	6 KNOWLEDGE ABOUT LANGUAGE	
	7 KNOWLEDGE ABOUT LANGUAGE		

POINTS TO NOTE e.g. Learning Support, Homework, Effort

National Testing  
P7 S R W  
S R W



APPENDIX 6:48

CLYDESDALE HIGH SCHOOL

ENGLISH DEPARTMENT

PRIMARY PROFILE

NAME: .....

PRIMARY SCHOOL: .....

READING

WRITING

TALKING

LISTENING

Any other relevant information e.g. Learning Support

LEVEL: .....

**APPENDIX 6:49**

**English Language Report Sheet, Clydesdale Primary School,  
1994**

**LANGUAGE ARTS**

	Working towards level
Listening	
Talking	
Reading/ Narrative	
Reading/ Information	
Writing / Narrative	
Writing / Information	

**Strengths/Next Steps**

--

**APPENDIX 6:50**

English Language Profile, Writing, P7, Clydesdale Primary  
School, 1994

**WRITING**

**NAME:** .....

**DATE:** .....

**TASK:** .....

<b><u>Area</u></b>	<b><u>Comment</u></b>
Content	
Structure	
Punctuation	
Paragraphing	
Spelling	
Handwriting/Presentation	

APPENDIX 6:51

English Language Report Sheet, SOED, 1994

ENGLISH

NAME \_\_\_\_\_ TEACHER \_\_\_\_\_

STRENGTHS

DEVELOPMENT NEEDS

NEXT STEPS

Overall levels of attainment

Classwork

Listening      Talking      Reading      Writing

National Test

Reading      Writing

APPENDIX 6:52

CLYDESDALE PRIMARY SCHOOL

PUPIL'S NAME: .....

CLASS: ..... SESSION: .....

<u>EVIDENCE/ CURRIC. AREA</u>	<u>WRITTEN</u>	<u>ORAL</u>	<u>OBSERVATION</u>
<u>LANGUAGE</u>			
<u>MATHS</u>			
<u>ENVIRON. STUDIES</u>			
<u>EXPRESSIVE ARTS</u>			
<u>RELIGIOUS EDUCATION</u>			
<u>RECREATION. ACTIVITIES</u>			
<u>ATTITUDE</u>			

<u>ADDITIONAL COMMENTS</u>
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APPENDIX 6:53

Development Priority, Clydesdale Primary School  
Handbook, 1994-95

Priority 2 - Improve Parent-Teacher Consultation and  
Reporting

Target A Preparation and implementation of 5-14

Report format for May/June 1994

Resources 2 PAT's (8, 10), 1/2 Inset Day, 2 Staff cover  
days

Implementation Group Mrs Wilson, Mrs Shields, Mrs  
Murdoch

Outcome New format used for final pupil report in 1994